

# Growth and Regeneration Scrutiny Commission (previously Place Scrutiny Commission) Agenda



**Date:** Thursday, 21 February 2019

**Time:** 5.00 pm

**Venue:** Room 1P05, 1st Floor - City Hall, College Green, Bristol, BS1 5TR

## **Distribution:**

**Councillors:** Paula O'Rourke (Chair), Tom Brook (Vice-Chair), Nicola Bowden-Jones, Mark Bradshaw, Fabian Breckels, Martin Fodor, Chris Jackson, Hibaq Jama, Kevin Quartley, Mark Weston and Mark Wright

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**Date:** Wednesday, 13 February 2019



# Agenda

## 1. Welcome, Introductions and Safety Information

(Pages 4 - 5)

## 2. Apologies for Absence and Substitutions

## 3. Declarations of Interest

To note any declarations of interest from the Councillors. They are asked to indicate the relevant agenda item, the nature of the interest and in particular whether it is a **disclosable pecuniary interest**.

Any declarations of interest made at the meeting which is not on the register of interests should be notified to the Monitoring Officer for inclusion.

## 4. Minutes of Previous Meeting and Action Sheet

To agree the minutes of the previous meeting as a correct record.

(Pages 6 - 18)

## 5. Chair's Business

To note any announcements from the Chair

## 6. Public Forum

Up to 30 minutes is allowed for this item

Any member of the public or Councillor may participate in Public Forum. The detailed arrangements for so doing are set out in the Public Information Sheet at the back of this agenda. Public Forum items should be emailed to [democratic.services@bristol.gov.uk](mailto:democratic.services@bristol.gov.uk) and please note that the following deadlines will apply in relation to this meeting:-

Questions - Written questions must be received 3 clear working days prior to the meeting. For this meeting, this means that your question(s) must be received in this office at the latest by **5pm on Friday 15th February 2019**

Petitions and Statements - Petitions and statements must be received on the working day prior to the meeting. For this meeting this means that your submission must be received in this office at the latest by **12.00 noon on Wednesday 20th February 2019**.



**7. Scrutiny Work Programme**

To note the scrutiny work programme.

**(Pages 19 - 23)**

To include an up-date and timeline on Western Harbour / Cumberland Basin

**8. Performance Report - Quarter 3**

**(Pages 24 - 32)**

**9. Bristol Housing Festival and Modern Methods of Construction**

**(Pages 33 - 66)**

**10. Bristol Local Flood Risk Management Strategy, including River Avon Flood Strategy Update**

**(Pages 67 - 83)**

**11. Clean Air Plan**

**(Pages 84 - 86)**

**12. Exclusion of Press and Public**

That under s.100A(4) of the Local Government Act 1972, the public be excluded from the meeting for the following item of business on the grounds that it involves the likely disclosure of exempt information as defined in paragraph 3 (respectively) of Part 1 of schedule 12A of the Act.

**13. City Leap**

**(Page 87)**



# Public Information Sheet

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You can find papers for all our meetings on our website at [www.bristol.gov.uk](http://www.bristol.gov.uk).

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## Public Forum

Members of the public may make a written statement ask a question or present a petition to most meetings. Your statement or question will be sent to the Committee and be available in the meeting room one hour before the meeting. Please submit it to [democratic.services@bristol.gov.uk](mailto:democratic.services@bristol.gov.uk) or Democratic Services Section, Brunel House St Georges Road Bristol BS1 5UY. The following requirements apply:

- The statement is received no later than **12.00 noon on the working day before the meeting** and is about a matter which is the responsibility of the committee concerned.
- The question is received no later than **three clear working days before the meeting**.

Please see [www.bristol.gov.uk](http://www.bristol.gov.uk) and the '[How to Have Your Say](#)' pdf for the parameters of each individual Committee and what will happen to your submission.

Any statement submitted should be no longer than one side of A4 paper. If the statement is longer than this, then for reasons of cost, only the first sheet will be copied and made available at the meeting. For copyright reasons, we are unable to reproduce or publish newspaper or magazine articles that may be attached to statements.

By participating in public forum business, we will assume that you have consented to your name and the details of your submission being recorded and circulated to the committee. This information will also be made available at the meeting to which it relates and placed in the official minute book as a public record (available from Democratic Services).



We will try to remove personal information such as contact details. However, because of time constraints we cannot guarantee this, and you may therefore wish to consider if your statement contains information that you would prefer not to be in the public domain. Public Forum statements will not be posted on the council's website. Other committee papers may be placed on the council's website and information in them may be searchable on the internet.

### Process during the meeting:

- Public Forum is normally one of the first items on the agenda, although statements and petitions that relate to specific items on the agenda may be taken just before the item concerned.
- There will be no debate on statements or petitions.
- The Chair will call each submission in turn. When you are invited to speak, please make sure that your presentation focuses on the key issues that you would like Members to consider. This will have the greatest impact.
- Your time allocation may have to be strictly limited if there are a lot of submissions.
- If there are a large number of submissions on one matter a representative may be requested to speak on the groups behalf.
- If you do not attend or speak at the meeting at which your public forum submission is being taken your statement will be noted by Members.

### Webcasting/ Recording of meetings

Members of the public attending meetings or taking part in Public forum are advised that all Full Council and Cabinet meetings and some other committee meetings are now filmed for live or subsequent broadcast via the council's [webcasting pages](#). The whole of the meeting is filmed (except where there are confidential or exempt items) and the footage will be available for two years. If you ask a question or make a representation, then you are likely to be filmed and will be deemed to have given your consent to this. If you do not wish to be filmed you need to make yourself known to the webcasting staff. However, the Openness of Local Government Bodies Regulations 2014 now means that persons attending meetings may take photographs, film and audio record the proceedings and report on the meeting (Oral commentary is not permitted during the meeting as it would be disruptive). Members of the public should therefore be aware that they may be filmed by others attending and that is not within the council's control.

## Bristol City Council Minutes of the Growth and Regeneration Scrutiny Commission (previously Place Scrutiny Commission)



29 November 2018 at 5.00 pm

**Members Present:-** Councillors Paula O'Rourke (Chair), Tom Brook (Vice-Chair), Mark Bradshaw, Martin Fodor, Chris Jackson, Hibaq Jama, Kevin Quartley, Mark Weston and Mark Wright

**Officers in Attendance:-** Nuala Gallagher, Director, City Growth, Investment & Infrastructure; Peter Mann, Service Director for Transport; Ed Plowden, Service Manager - Sustainable Transport; Mark Sperduty, Area Manager - Local and Sustainable Transport; Penny Fell, Director of Commercialisation, Gemma Dando, Service Manager - Neighbourhood Management, Adrian Randall, Service Manager - Facilities Management; David White, Service Manager - Energy Services; Kate Cole Strategic Intelligence & Performance Advisor; Johanna Holmes, Scrutiny Advisor.

### 1. Welcome, Introductions and Safety Information

The Chair welcomed all attendees to the meeting, and made a safety announcement in relation to the fire/emergency evacuation procedure.

### 2. Apologies for Absence and Substitutions

None

### 3. Declarations of Interest

None

### 4. Minutes of Previous Meeting

The minutes of the last meeting were agreed as true record.

### 5. Action Tracker



Members agreed the actions from the previous meeting were complete except for the first action where it hadn't been possible to receive a response. It was suggested the Mayor could be asked as it is he who now holds the transport portfolio. It was also suggested that this could be directed to a cabinet member briefing if a response is required.

## 6. Chair's Business

None

## 7. Work Programme

Members noted the Scrutiny Work Programme.

The Chair said there was possibility of having a scrutiny inquiry day in 2019.

Cllr Wright said that he would like the Commission to look at what changes were or are being made to the Joint Spatial Plan (JSP) as soon as it was possible.

## 8. Public Forum

The following public forum statements and questions were received:

### Statements:

1. PFS 1- Alan Aburrow (Ex-Chairman, NP3 Transport Working Group)
2. PFS 2 – David Redgewell South West Transport Network with support from John Hassall/Nigel Bray (Railfuture Severnside)
3. PFS 3 – Councillor Steve Pearce (St George Central) and Councillor Don Alexander (Avonmouth & Lawrence Weston)

### Questions:

1. PFQ 1 – Roger Gimson (Chair) BCR Community Partnership
2. PFQ 2 – Roger Gimson (Chair) BCR Community Partnership

The following comments were made:

- PFS1 - Mr Aburrow reiterated that he was not content with the 2020 dates in the Highways Report for completing highways projects.
- PFQ 1/2 –Highways Officers were asked to confirm that the web-based processes would be ready for January. Officers said that was the intention yes and that was the timeframe they were working to. But they were also working on other larger projects and they were to a degree reliant on other teams in the council having the capacity to up-load the information on the internet so it is available.
  - It was asked if it was possible to use part of the stated 9.5M income from parking on the minor traffic schemes. The Director for Transport said that was a question for the wider budget process and would need to be consulted on. A Member then commented that as the surplus in question can only be used for works such as this it could be done if there was a will to do it.



But it was then suggested that there aren't enough staff to deliver the projects even if the funding existed.

- PFS 2 – (taken later in the meeting between agenda item 10 and 11) David Redgewell underlined how BCC are transferring the function of public transport over to the West of England Combined Authority (WECA) from the beginning of December. This he said means that work on the transport network including buses and trains and all strategic roles will now be under WECA. Mr Redgewell commented that he didn't think this was generally understood by the public.

## 9. Local Highways Scheme Delivery

Ed Plowden, Service Manager for Sustainable Transport presented Members with a set of slides along with the published report and appendices. It was reiterated that the team had a wider capacity now it wasn't focussed on RPZ and that the staffing issues were being addressed. The following questions and comments were made during the discussion that ensued:

- Although there was recognition of the previous limited capacity, Members were critical of what they described as a lack of communication in the past. They said that it reflected badly on them and the Council when responses to queries didn't come. It was asked if in future they could be notified when milestones had not been met or were going to be missed.
- There was some disappointment expressed that the Traffic Choices webpages had now gone. Members said that amongst other things it had provided the costings which had helped keep the discussions realistic.
- Member expressed frustration that that the delays in the Cribbs Patchway New Neighbourhood (CPNN) housing development had in reality put a halt on all highways projects in the north of the city.
- Members did express some cynicism about the timescales laid out in the report i.e. January 2019. They also questioned the likelihood of a successful recruitment process in such a short time period given how long the team have been carrying four vacancies.
- However, Members were generally very pleased with the processes that were being proposed by officers and said they particularly wished to see the new web-based process up and running as soon as possible.
- A Member suggested that bringing Sustrans into the frame now could help.
- Officers reiterated that what was being presented was still a draft and work in progress. It wasn't the answer to everything but by bringing the internal processes together it did provide a way forward.
- It was asked if it was possible to look into whether Community Infrastructure Levy (CIL) money could be used to pay for the drawing up of schemes in future **ACTION: Officers to look in to this and report back.**
- Officers said it would help if schemes could be bundled up in future. A Member suggested having an annual event /workshop to identify schemes.





- The Chair said that things appeared to be improving and thanked the officers for their time and commitment. Officers were asked to provide a progress update in January or February 2019, particularly on:
  - How the recruitment was progressing
  - How web design process was progressing
  - How the process for Area Committees are progressing and whether they are on schedule

**ACTION: Officers to provide an up-date in January 2019 on the above points**

At this point it was highlighted that this meeting was Peter Mann's (Director for Transport's) last public meeting at the City Council before he moved on to a new job at West of England Combined Authority (WECA) into the position of Head of Strategic Transport Integration. Members expressed their thanks to Peter for his hard work and commitment and wished him all the best for the future.

## 10 Bristol City Harbour Review

Gemma Dando, Service Manager - Neighbourhood Management took the meeting through the published Bristol City Docks Review Project information. Gemma explained that a review is to be undertaken on how the docks operate; she was seeking Members views on where the focus should be and where they thought any 'red lines' should be drawn. The following points were raised during the discussions:

- It currently costs the council approx. 1M to run the docks and the aim is to reduce that figure
  - It was a Member's view that the harbour should be cost neutral but the process for getting there could be very controversial. It was thought to be good they were bench marking with other areas. It was requested that both the scrutiny commission and the public were continually kept on board throughout the process.
  - It was stated that there are a number of commercial organisations currently making a lot of money from the harbour. Conversely a Member said that BCC needed to take care that it didn't price other smaller organisations out of the picture.
  - It was confirmed that the project would soon be moved under Penny Fell - Director of Commercialisation (Resources Directorate).
  - Another Member asked what sort of percentage difference having improved licenses might achieve. It was thought to be possible that at least 50% of the harbour costs could be recouped this way. It was agreed that more information on the figures would be provided to Members
- ACTION: Officers to provide Members with further information about how costs savings could be achieved via increased licence fees.**
- It was said that Bristol City Council have received a number of requests from the Department for Transport for an update on the progress towards being moved to a "Trust Port" status. Some Members suggested that there were a number other options to look into other than a harbour 'trust'. Reservations were expressed about the Council potentially losing control of the harbour.
  - A Member commented that the harbour is part of the Cities transport network and that this



should be seen as an opportunity to enhance this aspect of it.

- It was said there are a number of harbour related projects such as the harbour walls. Some of which are infrastructure and sit in the Growth and Regeneration directorate and some are now in Resources directorate.
- The Chair said she thought the Council needed to exercise caution; heavy regulation of the harbour must not take its charm away. It was also said that the Harbourside is a diverse community that shouldn't be damaged for the sake of a few pounds and that BCC should resist doing only what the Government wanted it to do.
- Forthcoming Harbour Consultation: The Council is in contact with some groups and those who have moorings and so will engage with them to find out how they want to be involved. It was agreed that Members would be kept informed with the consultation process. **ACTION: Officers said they would send the draft consultation to Members.**
- Gemma finished by saying that the project was about how people see the harbour in future, what aspirations there are to support it and to generate some money from it. She hadn't intended it to be about trusts specifically and so this feedback was helpful and would be taken on board. She did however make the point that it is classified as a community not residential harbour and it therefore doesn't have the correct policy framework guiding it. There is a lot of best practice on this that could be shared with Members if they wanted.
- It was agreed that this item would come back to the Commission again before it went to Cabinet in May or June 2019. **ACTION: to be agreed between Members and Officers when in 2019 the appropriate time is for this item to come back to the Commission.**

## 11 Quarterly Performance Progress Report (Quarter 2)

Kate Cole, Strategic Intelligence & Performance Advisor introduced the report to Members. It was explained that, of the 15 measures reported this quarter:

- 7 (46%) are above target
- 4 are below target
- 7 are performing better than at the same time last year
- 4 are new measures so only have an annual target for 2018-19, but no trend to report
- There are a further 13 measures which are only reported annually, and these will be brought to a future meeting when Q4/year-end performance data is presented.

The following points were raised and discussed:

- Increasing the number of affordable homes delivered in Bristol: – A Member asked if the figure for this year was likely to be lower than last year instead of more. It was said that BCC are still projecting to exceed the affordable homes target of 240 units. It is expected that many of them will be complete towards the end of the year. A lot of work is currently being done to turn things around. The Chair asked that Members were provided with further information on this. **ACTION: Officers to provide further narrative on this indicator.**
- Members were pleased to see that figures show an increase in the number of passenger journeys on buses. However, one Member said it would be useful to compare bus usage figures with the



available 'capacity' figures and asked if the data was available on this? **ACTION: Officers to look into this and see if the data is available and report back.**

- (DGR120) A Member asked why the number of people 'seriously injured' and the number of people 'killed' were both grouped under the same indicator when they were very different outcomes. He said the figures were a 'good news story' (as less people had actually been killed) but doesn't really appear so when just looking at the figures as they are and asked if it was possible to separate the data so it very clear. Officers said the data was provided by the police but they would look into separating the data. Another Member asked if it was possible to look at this data going back about 10 years or so, so that comparisons could be made. **ACTION: Officers to look into separating the two indicators and also to see if comparable data is available.**

## 12 Growth and Regeneration Directorate Risk Register

Members considered the report. It was conformed that work is currently being undertaken by the Risk Manager on a Risk Management Assurance Strategy that will coordinate providing risk information to Cabinet, Audit Committee, and Scrutiny Committees. Meetings will be set up to/ discuss in due course.

## 13 City Leap Project

- Councillor Alexander read out public forum statement No. 3 at this point.

David White, lead officer for Energy Services introduced the item and briefly took Members through the published report and exempt information. He explained that the project was to help the council deliver its corporate objectives and to 'up the pace' in Bristol reaching its carbon neutrality targets.

It was explained that there were 180 expressions of interest in response to the prospectus last May. Officers have now met with representatives from nearly all of them.

### Exclusion of the Press and Public

The Committee were asked to pass the following resolution:

That under s.100A(4) of the Local Government Act 1972, the public be excluded from the meeting for the following item of business on the grounds that it involved the likely disclosure of exempt information as defined in paragraph 3, information relating to the financial or business affairs of any particular person (including the authority holding that information), of Part 1 of schedule 12A of the Act. This is listed as APR10.4 within the Bristol City Council Constitution.

### Notes

- Bristol Energy is key to the City Leap Project and processes.
- BCC are the facilitators and are not monopolising the projects
- All sorts of issues such as leverage of assets, legal implications and procurement issues still need to be worked through.



- Some examples of the potential projects and joint ventures were provided
- Options appraisals are yet to be carried out but when completed they will take social value as well as financial value into account.
- Some Members said they thought more of the work should be being done with the West of England Combined Authority (WECA) and as a 'city region'.
- A Member said that he could understand why the energy company was pivotal to the project but he thought there should also be a 'Plan B'.
- The Chair asked if it was possible for Members to have the slides they were being shown. Officers said they would need to double check before they committed to passing them on: **ACTION: Officers to check with Legal which of the slides they could give to Members.**
- A Member said the word 'economy' was missing from the information on the slides. Officers said that it was in the text but agreed that it was not said explicitly enough and this would be addressed.
- Officers said they would be shortlisting the expressions of interest the following day.
- Officers agreed to bring this item back to scrutiny before it goes to Cabinet in March 2019. **ACTION: for it to be confirmed when to schedule this coming back to scrutiny (Feb 2019 is likely).**

Meeting ended at 7.30 pm

**CHAIR** \_\_\_\_\_





Growth and Regeneration Scrutiny Commission Action Tracker 2018/2019

Agenda Item	Title of Report/ Description	Action and Deadline	Responsible Officer / Member	Action taken and date completed
<b>Action Sheet - 26<sup>th</sup> July 2018</b>				
6	<b>Public Forum Statement</b>	<b>ACTION:</b> Cllr Threlfall to raise concerns at the 27 July 2018 / West of England Joint Committee on behalf of the Scrutiny Commission over the issue of bus services halting and the effects of this on some communities.	Cabinet Member and Scrutiny Advisor	The Chair of the Scrutiny Commission has requested an all member briefing to help clarify for Members where responsibilities for transport including bus services now lie between WECA and BCC.
<b>Action Sheet – 29th November 2018</b>				
9	<b>Local Highways Delivery Scheme</b>	Members asked if it was possible to look into whether Community Infrastructure Levy (CIL) money could be used to pay for the drawing up of schemes in future Action: Officers to look in to this and report back.	Ed Plowden, Jim Cliffe Jo Holmes	Officers have confirmed that the current situation is as follows. However, please note we are trying to ascertain whether there is any possibility of the situation changing in future:  <u>We cannot spend CIL on upfront feasibility studies</u> , as the point of CIL is to provide infrastructure.  If the result of a feasibility study is that an infrastructure scheme <u>is delivered</u> – then <u>the feasibility study could be retrospectively funded from CIL along with the infrastructure scheme.</u>  However if the feasibility study results in <u>nothing</u>

Agenda Item	Title of Report/ Description	Action and Deadline	Responsible Officer / Member	Action taken and date completed
		<p>Officers to provide an up-date in January 2019 on the following points:</p> <ul style="list-style-type: none"> <li>• How the recruitment was progressing</li> <li>• How web design process was progressing</li> <li>• How the processes for Area Committees are progressing and whether they are on schedule</li> </ul>		<p><u>being done because it is not feasible to do so – the CIL cannot be applied to it – because no infrastructure is provided.</u></p> <p>Officers have reported: “the 2019 Area Committee process has been defined and agreed and the adapted timeline is now published. Councillors and communities have a time table and we will deliver to that published timetable”.</p> <p>Further to this, Members were sent a comprehensive email up-date on 08/02/19.</p>
10	<b>Bristol Harbour Review</b>	<p>Officers to provide Members with further information about how and what costs savings could be achieved via increased licence fees.</p> <p>Forthcoming Harbour Consultation: It was agreed that Members would be kept informed with the consultation process and said they would send the draft consultation to them when it was ready.</p> <p>It was agreed that this item would come back to the Commission again before it went to Cabinet in May or June 2019. An agreement to be made when in 2019 is</p>	Gemma Dando / Penny Fell	<p>Work is in hand to interrogate this both as part of the overall planned Harbour Review and a full review of the relevant budget heads to achieve a sharpened commercial focus.</p> <p>The Director: Commercialisation and Citizens is undertaking a programme of meetings with key Harbour stakeholders and to that end is attending the Harbour Forum on 13 February 2019 – a phased consultation with all relevant parties will be undertaken thereafter and members will be kept informed of meeting and event dates and attendees accordingly.</p> <p>Members and officers to discuss and agree when the Harbour Review will be re-scheduled to return to a scrutiny commission meeting.</p>

Agenda Item	Title of Report/ Description	Action and Deadline	Responsible Officer / Member	Action taken and date completed
		most appropriate.		
11	<b>Quarterly Performance Progress Report (Quarter 2)</b>	<p>Increasing the number of affordable homes delivered in Bristol: A Member asked if the figure for this year was likely to be lower than last year instead of more. Officers said that BCC are still projecting to exceed the Affordable Housing target of 240 units. The Chair asked that Members were provided with further information on this.</p>	Kate Cole / Mark Wakefield (to forward on where necessary)	<p>To give Members confidence that the overall AH target will be met this year please note the following schemes will deliver in Q3 and Q4:</p> <p>Schemes in Q3 Bowmead Extra Care Housing (ECH) 60 Affordable Rent (AR), Cold Harbour ECH 40 AR, Guildford Road 5 Social Rent (SR), Monsdale Rd 14 AH, White Hart public house 14 AR, Marksbury Rd 3 SR, Malago Rd 6 SR, St Matthias Campus 11 SR.</p> <p>Then followed by these schemes in Q4: Filwood Park 26 Shared Ownership, Marksbury Rd 17 SR, Malago Rise 4 SR, St Matthias 4 SR.</p> <p>Affordable rent is where rent is below the Local Housing Allowance (LHA) inclusive of service charge.”</p> <p>This information was emailed to Members on 20/11/2018</p>
		<p>Members were pleased to see that figures show an increase in the number of passenger journeys on buses. However, one Member said it would be useful to compare bus usage figures with the available ‘capacity’ figures and asked if the data was available on this? <b>ACTION:</b> Officers to look into this and see if the data is available and report back.</p>	Transport Officers	<p>Officer response: It is possible to provide this information however it would take a lot of work and officer time as officers would need to work out how many journeys there are on each service each day, how many seats there are on the bus (we have a number of different vehicle sizes) and then try and calculate this figure. If there is a specific question the councillor would like answer to we can try and provide some information on this.</p>

Agenda Item	Title of Report/ Description	Action and Deadline	Responsible Officer / Member	Action taken and date completed
	<b>Quarterly Performance Progress Report (Quarter 2)</b>	(DGR120) Members queried why the number of people 'seriously injured' and the number of people 'killed' were both grouped under the same indicator. They asked if it was possible to look at this particular data set going back about 10 years or so, so that comparisons could be made. Officers to look into separating the two indicators and also to see if comparable data is available.	Kate Cole / Mark Wakefield (to forward on where necessary)	Please see the information appended to the end of this Action Sheet which contains a reply and up-date from officers.
13 Page 16	<b>City Leap Project</b>	<p>The Chair asked if it was possible for Members to have the slides they were being shown. Officers to double check with Legal about sending the slides to Members.</p> <p>Officers agreed to bring this item back to scrutiny before it goes to Cabinet in March 2019. To be confirmed when this will come back to scrutiny (Feb 2019 TBC).</p>	Gemma Dando / David White	<p>The presentation slides were sent to Commission Members on the 20<sup>th</sup> December 2018.</p> <p>This item is returning to the 21<sup>st</sup> February 2019 Scrutiny Commission meeting</p>

**Growth and Regeneration Scrutiny 29<sup>th</sup> November - follow-up to members' queries on the Quarter 2 Performance Report**

(DGR120) A Member asked why the number of people 'seriously injured' and the number of people 'killed' were both grouped under the same indicator when they were very different outcomes. He said the figures were a 'good news story' (as less people had actually been killed) but doesn't really appear so



when just looking at the figures as they are and asked if it was possible to separate the data so it very clear. Officers said the data was provided by the police but they would look into separating the data. Another Member asked if it was possible to look at this data going back about 10 years or so, so that comparisons could be made. **ACTION: Officers to look into separating the two indicators and also to see if comparable data is available.**

**Feedback from officers.**

The reporting of Killed and Seriously Injured road casualties is a long-standing national metric. The data is provided to us by Avon and Somerset police and is reported quarterly, but in arrears i.e. at BCC Q1 reporting period (April to June) the calendar months January to March are reported. Data is also subject to an annual review to give validation to any amendments made during the year.

The table below shows the last 10 calendar-years annual total which has now been separated out by the two elements of the measure, “killed” and “seriously injured”. In addition, the percentage change year on year has been shown, so the overall reduction of -11.1% between 2008 and 2009 is a positive one so shown in **green**, whereas the number of fatalities between the same two years increased by 55.6% so is noted in **red** as it is negative.

With relatively small numbers it can therefore be seen that minor changes (both positive and negative) can produce some dramatic % changes when comparisons are made. There is not always any strong evidence as to why numbers change so substantially between some years.

Killed and Seriously Injured (KSI) data - 10 year trend						
Year	Total KSI	% change year on year	Killed	% change year on year	Seriously injured	% change year on year
2008-2009	126		9		117	
2009-2010	112	-11.1%	14	55.6%	98	-16.2%
2010-2011	132	17.9%	4	-71.4%	128	30.6%
2011-2012	158	19.7%	11	175.0%	147	14.8%
2012-2013	147	-7.0%	7	-36.4%	140	-4.8%
2013-2014	107	-27.2%	12	71.4%	95	-32.1%
2014-2015	122	14.0%	8	-33.3%	114	20.0%
2015-2016	130	6.6%	8	0.0%	122	7.0%
2016-2017	107	-17.7%	5	-37.5%	102	-16.4%
2017-2018	79	-26.2%	12	140.0%	67	-34.3%

In terms on ongoing reporting it is recommended that the measure remains as it has been reported so far (i.e. killed and seriously injured as one number), but the managers commentary is makes clearer separation between the two categories. Other narrative can also be included e.g. particular road safety campaigns.

The Joint Local Transport Plan for 2010 -2026 (JLTP3) has a midway target of 30% reduction in killed and seriously injured (KSI) casualties based on the 2005-09 average (156) by 2020. However, as a result of a number of interventions such as new infrastructure and reduced speed limits there has been better than forecast progress since this was set, so a revised stretch target was agreed in Bristol's ten year road safety plan "Safe Systems Approach to Road Safety (2015 to 2024)". This is now **50%** reduction in KSI casualties by 2020, when compared with the average for 2005-09. The 2010-14 average was 133 KSI which has already delivered a 15% reduction over the 2005-09 average. The ultimate long term target, of course, is to eliminate fatal and life changing injuries altogether.

The long-term trend for Bristol is a good news story as there has been an overall reduction in KSI over the last ten years. However this still remains an area of concern which is still being given attention as can be seen in the new draft Joint Local Transport Plan 4 (2019-2036) published last month.

<https://westofengland-ca.moderngov.co.uk/documents/s702/13b%20-%20Draft%20West%20of%20England%20Joint%20Local%20Transport%20Plan%20Nov%202018.pdf>

For wider context, the most recent annual report (2017) on road casualties from the Department for Transport can be found at this link.

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/744077/reported-road-casualties-annual-report-2017.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/744077/reported-road-casualties-annual-report-2017.pdf)

Kate Cole  
Strategic Performance & Intelligence Advisor (Growth and Regeneration)

12.2.19

## Scrutiny Work Programme 2018 / 2019

Adults, Children and Education Scrutiny Commission	Communities Scrutiny Commission	Growth and Regeneration Scrutiny Commission	Resources Scrutiny Commission	Overview & Scrutiny Management Board
<b>July 2018</b>				
		<b>26th July, 6pm</b>		
		Annual Business Report		
		Joint Local Transport Plan		
		Bristol Transport Strategy		
		Cllr Threlfall Q&A / discussion session		
		Trusts and Mutualisation Report		
		Air Quality		
<b>August 2018</b>				
		<b>13<sup>th</sup> August, 9.30 am</b>		
Page 19				
	Housing Company (closed briefing and Q&A session for Commission Members and OSMB)			
<b>September 2018</b>				
		<b>10<sup>th</sup> September, 10am</b>	<b>24<sup>th</sup> September, 3pm</b>	<b>3<sup>rd</sup> September</b>
Waste: <ul style="list-style-type: none"> <li>• Bristol Waste Company</li> <li>• Cleanliness of city / clean streets campaign – update</li> <li>• Enforcement</li> </ul>				ICT Systems and Strategy
Community Safety statistics (Safer Bristol)				Arena Cabinet Paper
Directorate Performance Report (KPIs)				Commercialisation and Income Generation
				Annual Business Report
				Finance Report
				Directorate Performance Report (KPI's)
				Companies Governance Review – information only
				Creation of the Housing Company – information only
				Bristol Energy Operational Plan

Adults, Children and Education Scrutiny Commission	Communities Scrutiny Commission	Growth and Regeneration Scrutiny Commission	Resources Scrutiny Commission	Overview & Scrutiny Management Board
			Risk Register (Corporate)	
<b>October 2018</b>				
<b>Thurs, 18th October, 5pm</b>				<b>25th October 4pm MQT &amp; 5pm OSMB</b>
Strengthening Families Programme and Adverse Childhood Experiences				Equalities Policy & Strategy
Children's Centres				Corporate Performance Report
Suicide (University) Clusters				Corporate Risk Register
Directorate Performance Report (KPIs)				Standing item – Chair's Updates
Directorate Risk Register				
<b>November 2018</b>				
<b>19<sup>th</sup> November, 2pm</b>	<b>12<sup>th</sup> November 10.00 am</b>	<b>29<sup>th</sup> November, 5pm</b>		<b>Tues 27<sup>th</sup> November (4pm MQT / 5pm OSMB)</b>
Better Lives Programme <ul style="list-style-type: none"> <li>• Implementation</li> <li>• Delayed Transfers of Care</li> <li>• Recommendations from the Adult Social Care Scrutiny Task Group</li> </ul>	Housing: <ul style="list-style-type: none"> <li>• Private rented sector / HMO regulation</li> <li>• Tackling housing crisis</li> <li>• Vehicle Dwellers</li> </ul>	Highways Scheme Delivery Report		Libraries – Positioning Paper
Female Genital Mutilation (FGM)	Community Safety Statistics (Safer Bristol)	Harbour Review		Local High Streets – Positioning Paper
Public Health	Risk Register	City Leap Project		Standing item – Chair's Updates
Directorate Performance Report (KPI's)		Directorate Performance Report (KPI's)		Information only item - Household Waste Recycling Centre planned at Hartcliffe Way
Directorate Risk Register (TBC)		Risk Register		Bristol Waste Company Business Plan (part exempt)
				Bristol Energy Company

Adults, Children and Education Scrutiny Commission	Communities Scrutiny Commission	Growth and Regeneration Scrutiny Commission	Resources Scrutiny Commission	Overview & Scrutiny Management Board
				Trading Position (exempt)
<b>December 2018</b>				
			<b>4pm, 6th December 2018</b>	
			Commercialisation & Income Generation - Update • Plus: Commercialisation & Innovation Working Group – Up-date	
			ICT Systems and Strategy (exempt item)	
			Council Tax Base Report	
			Collection Fund Surplus/Deficit Report	
			Brexit Impact Assessment Report	
			Global Parliament of Mayors	
			Resources Period 6 Finance Information – Standing Item	
			Q2 Performance Report	
<b>January 2019</b>				
<b>28th January, 2pm</b>	<b>14<sup>th</sup> January, 10 am</b>		<b>January (Budget Scrutiny)</b>	<b>Thurs 17<sup>th</sup> January (4pm MQT / 5pm OSMB)</b>
Adult Social Care Budget & Supplementary Extra	CIL (update/review of new CIL committee arrangements)		<ul style="list-style-type: none"> <li>• 4pm, 10<sup>th</sup> January</li> <li>• 4pm, 14<sup>th</sup> January</li> </ul>	Brexit Scenario Planning
Mental Health Recommissioning and Supporting People Services	Customer services update/review			One City Plan
Winter resilience update	Public Toilets			Budget Scrutiny – Finalisation of Comments to Cabinet (potentially to include Cabinet budget papers for information)
Suicide Prevention and	Standing Items TBC:			Standing item – Chair’s

Adults, Children and Education Scrutiny Commission	Communities Scrutiny Commission	Growth and Regeneration Scrutiny Commission	Resources Scrutiny Commission	Overview & Scrutiny Management Board
Response Update	<ul style="list-style-type: none"> <li>Community Safety statistics (Safer Bristol)</li> <li>Directorate Performance Report (KPIs)</li> <li>Directorate Risk Register</li> </ul>			Updates
Thrive mental health – annual review	Housing Allocations / Home Choice Review			Mayors Forward Plan
Directorate Performance Report (KPI's)				Scrutiny Work Programme
Ofsted Improvement Plant (For information only)				
BNSSG CCG Community Services Procurement Update				

### February 2019

Page 22		<b>21<sup>st</sup> February, 5pm</b>	<b>Scrutiny Member Briefing 20<sup>th</sup> (Finance Monitoring) 28<sup>th</sup> February, 4pm</b>	
		Flood Strategy	Performance Management	
		Clean Air Plan	Commercialisation & Income Generation up-date Plus: Commercialisation & Innovation Working Group – Up-date	
		Bristol Housing Festival and Modern Methods of Construction	Future State Assessment (ICT Item)	
		City Leap (exempt item)	Performance Report Legal Services	
		Performance Report Q3	Risk Register (Corporate)	

### March 2019

<b>25<sup>th</sup> (tbc) March, 4pm</b>				<b>Mon 11<sup>th</sup> March 5pm</b>
School Places – Provision, Expansion and Admissions				BCC Business Plans

Bristol Hospital Education Services				Performance Framework
School readiness risks and action plans				Brexit Up-date Report
Learning City update				
Care Leavers				
SEND Scrutiny task group update report				
Directorate Performance Report (KPI's)				
Risk Register				
<b>April 2019</b>				
				<b>1<sup>st</sup> April</b>
				City Leap
				Business Plan – Bristol Energy
				Business Plan – Bristol Holding
<b>Items to be Scheduled</b>				
Quality Accounts - May 2019 (Joint with S Glos?)		Cross-Border Planning Issues (provisional – TBC)		<i>Provisional Item</i> - Corporate Risk Register
		Local Plan (TBC, possible Planning led meeting in next municipal year)		Provisional Item - Corporate Performance Report
		Bristol Transport Strategy (TBC)		Standing item – Chair's Updates
		Cumberland Basin / Western Harbour – now to be re-scheduled for 19/20		
		Bristol Harbour Review		

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# Growth and Regeneration Scrutiny Commission

21<sup>st</sup> February 2019



**Report of: Colin Molton, Growth and Regeneration Executive Director**

**Title: Quarterly Performance Progress Report (Quarter 3 2018/19)**

**Ward: All wards**

**Officer Presenting Report:** Kate Cole, Strategic Intelligence & Performance Advisor

**Contact Telephone Number:** 0117 9037246

## **Recommendation**

That the performance report be noted, and scrutiny members and directors discuss progress, and measures to address performance issues are considered and implemented by relevant services.

## **The significant issues in the report are:**

The directorate is on track with a range of measures contained within Appendix A1 which are designed to demonstrate our progress towards the delivery of the Corporate Strategy (2018-23).

Of the 19 measures reported this quarter:

- 11 (58%) are on or above target
- 3 (16%) are below target
- 14 (74%) are performing better than at the same time last year
- 5 (26%) are new measures so have no trend to report or no target.





## 1. Summary

Bristol City Council’s Business Plan for April 2018– March 2019 sets out a wide range of actions that are contributing to the delivery of the Corporate Strategy 2018–2023, which set out our priorities and vision for Bristol. These actions are listed under the four strategic themes of Empowering and Caring, Fair and Inclusive, Well Connected and Wellbeing.

A number of performance measures have been identified as key measures to demonstrating delivery, and those for Growth and Regeneration are set out in Appendix A1. All BCP performance measures contained here are designed to demonstrate our progress towards the Corporate Strategy (2018-2023).

## 2. Context

This report is designed to ensure the scrutiny commission is appraised on quarterly performance in line with the directorate leadership team and cabinet members in the relevant directorate.

### **The significant issues in the report are:**

The directorate is on track with a range of measures contained within Appendix A1 which are designed to demonstrate our progress towards the delivery of the Corporate Strategy (2018-2023).

Of the 19 measures reported this quarter:

- 11 (58%) are on or above target
- 3 (16%) are below target
- 14 (74%) are performing better than at the same time last year
- 5 (26%) are new measures, so either have no trend to report or no target since a baseline is being established in 2018-19

### Development of Place

- Number of affordable homes delivered this reporting period has improved and is now showing as on track, although the full target will still be challenging to achieve.
- Development Management activities supporting the residential planning application processes are on target and have improved since the same period last year.
- Ultrafast broadband delivery is well above the expected year-end target as major installation programmes continue. The Gigabit voucher scheme has also had good take-up which has contributed to this.

### Economy of Place

- Tourism numbers to the city and visits to Bristol’s museums both continue to be well above target; there is evidence that international tourism has increased as a result of favourable exchange rates for overseas visitors.

### Housing and Landlord Services

- A number of measures related to homelessness continue to cause concern; although the recent annual rough sleeper count (from November 2018) shows a reduction since the previous year’s count, it is still below the reduction target which was set. However a number of initiatives are ongoing to address the symptoms although the underlying causes remain more complex.

### Management of Place

- Although the percentage of those living in Fuel Poverty has seen a reduction to 10.8% (from last year's figure of 12.9%) it still remains the highest in the south-west.
- There has been a reduction in the amount of municipal waste sent to land-fill; although household recycling rates have dropped slightly there is a seasonal pattern to this being recurrent during this quarter.

There are a further 17 measures which are only reported annually, and these will be brought to a future meeting when q4/year-end performance data is presented.

### **3. Policy**

Performance is reported as part of quarterly governance process as soon as possible after gathering all the necessary data.

### **4. Consultation**

#### **a) Internal**

Performance progress has been presented to the Growth and Regeneration directorate management team and cabinet leads prior to the production of this report.

#### **b) External**

Not applicable

### **5. Public Sector Equality Duties**

- 5a) Before making a decision, section 149 Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:
- i) Eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.
  - ii) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to:
    - remove or minimise disadvantage suffered by persons who share a relevant protected characteristic;
    - take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);
    - encourage persons who share a protected characteristic to participate in public life or in

any other activity in which participation by such persons is disproportionately low.

- iii) Foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to –
  - tackle prejudice; and
  - promote understanding.

5b) Not applicable

**Appendices:**

Appendix A1: Quarterly Performance report

**LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985**

**Background Papers:** None

## Growth & Regeneration Directorate – Q3 2018/19 Performance Summary

DEVELOPMENT OF PLACE	
Title	Target status
BCP425: Increase the number of affordable homes delivered in Bristol	<b>On target</b>
BCP433: Reduce the total CO2 emissions in Bristol City (k tonnes)	<b>Above</b>

ECONOMY OF PLACE	
Title	Target status
BCP410: Increase the number of visitors to Bristol Museums, Galleries and Archives	<b>Well above</b>
BCP415: Increase the number of tourists to the city	<b>Above</b>

**OVERALL SUMMARY:**  
 58% (11) PI's On / Above target  
 16% (3) PI's Below target

Page 2 of 8

MANAGEMENT OF PLACE	
Title	Target status
BCP334: Reduce the percentage of the population living in Fuel Poverty	<b>Well above</b>
BCP541: Increase the percentage of household waste sent for reuse, recycling and composting	<b>Below</b>
BCP542: Reduce the percentage of municipal waste land filled	<b>Well above</b>

HOUSING & LANLORD SERVICES	
Title	Target status
BCP310: Increase the number of private sector dwellings returned into occupation	<b>Well above</b>
BCP325a: Reduce the number of people sleeping rough on a single night in Bristol - Annual Count	<b>Below</b>
BCP356: Number of households who were in temporary accommodation for more than 6 months	<b>Above</b>



## Growth and Regeneration Scrutiny - 3rd Quarter Performance Progress Report (1 April 2018 - 31 December 2018) - Quarterly PIs

Corp Plan KC Ref	Code	Title	2017/18 Outturn	2018/19 Target	Q1 Progress	Q2 Progress	Q3 Progress	Comparison over last 12 months	Management Comments
<b>G&amp;R - Development of Place</b>									
FI1	BCP425	Increase the number of affordable homes delivered in Bristol	188	240	18	47	162	↑	The Registered Providers and Council Housing Delivery have completed 115 affordable homes (AH) in Q3, so with 98 AH projected in Q4 we are back on track to deliver 260 AH in this year and exceed target.
WC2	BCP436	Improve the percentage of premises that have access to Ultrafast Broadband	46.70%	65.00%	n/a	84.70%	n/a	Not applicable	(April - September) This figure has seen a big increase representing upgrades by Virgin Media, Openreach's Fibre First programme and the influence of the Gigabit Voucher Scheme and the smaller scale activities of providers such as City Fibre. The better implementation of policy BCS15 as part of the Bristol Development Framework Core Strategy is leading to more new homes getting ultrafast.
<b>G&amp;R - Economy of Place</b>									
W4	BCP410	Increase the number of visitors to Bristol Museums, Galleries and Archives	1,043,999	1,000,000	262,993	724,504	982,271	↑	Performance for the year to date is well above target and up 20.6% on the same period last year when 814,331 visits were reported. Our exhibition and events programme was a strong driver including a very popular exhibition "Japanese Prints" which featured the iconic Hokusai Wave <a href="https://www.bristolmuseums.org.uk/bristol-museum-and-art-gallery/whats-on/hokusai-hiroshige-japanese-prints/">https://www.bristolmuseums.org.uk/bristol-museum-and-art-gallery/whats-on/hokusai-hiroshige-japanese-prints/</a> and our annual showing of Wild Life Photographer of the year 2018. Our refurbished retail offer at Bristol Museum & Art Gallery attracted Christmas shoppers with retail up 36% above forecast for the quarter. Our historic Houses also ended their season well out-performing last year.
W4	BCP415	Increase the number of tourists to the city	3,955,153	4,000,000	1,179,435	2,463,379	3,122,944	↑	Performance for the period to the end of November is 4% above target. Performance is also well up (12.6%) on the same period in 2017/18 when 2,774,336 visits were reported.
WOP4	BCP428	Increase annual revenue generated from the council's investment estate	n/a	£80,000	£163,610	£166,072	£227,499	Not applicable	This is a new measure for 2018/19. Business as usual (BAU) rent reviews and lease renewals. There is no in-year target for this measure.
<b>G&amp;R - Housing &amp; Landlord Services</b>									
EC2	BCP352b	Number of people sleeping rough on a single night in Bristol - BCC quarterly Count	66	60	83	82	55	↑	MHCLG's Rough Sleeping Strategy has bought new funding streams on line to prevent and reduce rough sleeping. As some of the previous MHCLG funding comes to an end, new funding streams have been awarded. Rough Sleeper Initiative funding for 2018-20 is having some impact on reducing rough sleeping. Additionally we are one of 11 'early adopters' of a Rapid Rehousing Pathway model (a sit up Hub for those new to the streets with access to private rental sector accommodation and support). These funding streams are helping to reduce rough sleeping addressing the symptoms but not the causes - and the flow of people onto the streets - of lack of affordable housing and the impact of Welfare Benefit Reform.
EC2	BCP354	Increase number of homeless households helped by housing advice service to prevent homelessness (per 1,000 households)	22.05	24	6.03	10.87	14.74	↓	There was a further drop in the number of Discretionary Housing Payments (DHP) made during Q3 compared with Q1, which roughly correlates with the overall drop in preventions this quarter. Contributing factors are a reduction in DHP budget 2018/19 compared with 2017/18 and individual awards being of a higher value compared to 2017/18.

Corp Plan KC Ref	Code	Title	2017/18 Outturn	2018/19 Target	Q1 Progress	Q2 Progress	Q3 Progress	Comparison over last 12 months	Management Comments
EC2	BCP356	Number of households who were in Temporary Accommodation for more than 6 months	287	260	261	261	242	↑	Housing Options have focussed on moving "long stayers" out of temporary accommodation. Maintaining the level of direct offers from BCC Landlord Services and targeting households in TA has contributed to meeting this target
EC3	BCP307	Number of disabled people enabled to live more independently through home adaptations	2,373	2,450	650	1,195	2,327	↑	There has been a significant improvement in performance this quarter as the service we are now including all of the adaptation work funded through assistive Technology, hospital discharge and WE Care and Repair. As such performance is now well ahead of target.
FI1	BCP310	Increase the number of private sector dwellings returned into occupation	381	480	210	307	494	↑	The end of year target has been exceeded in Q3 as a result of two large empty properties being brought back into use with 96 units of accommodation. This success has positively skewed the results. This outcome is unlikely to be replicated in 2019-20.
<b>G&amp;R - Management of Place</b>									
W2	BCP541	Increase the percentage of household waste sent for reuse, recycling and composting	46.10%	48.75%	46.70%	48.00%	45.00%	↑	Household waste reduces in Q3 due to seasonal factors, green waste volumes reduce, a material which contributes significantly to recycling performance.
W2	BCP542	Reduce the percentage of municipal waste land filled	20.80%	15.00%	15.00%	17.00%	14.00%	↑	This is above target as well as showing considerable improvement on the same period last year when 23.6% was reported.
W2	BCP543	Improve street and environmental cleanliness (percentage of litter) B+ grade or better	47% (Not comparable, different survey)	n/a	n/a	n/a	7%	Not applicable	A new survey was undertaken in November 2018. The same survey was previously completed in 2015/16 showing a litter percentage of 6%. The results are compiled from visual inspections of a sample of areas around the city.
WC1	BCP474	Increase the number of single journeys on Park & Ride into Bristol	1,533,679	Not yet set, see note	398,647	762,540	1,092,677	↑	The figure for this year to date is not directly comparable with the same period last year as the 903 service finished in September 2018 to be replaced by Metrobus service M2 and figures for the Long Ashton P&R boarding point are not yet available.
WC1	BCP475	Increase the number of passenger journeys on buses	39,676,021	39,000,000	10,531,560	21,340,443	32,038,930	↑	Overall journeys are up 2.61% compared to the same year to date in 2017-18 (29,475,710 journeys) and also 9.5% above target.



### Growth and Regeneration EDM - 3rd Quarter Performance Progress Report (1 April 2018 - 31 December 2018) - Annual PIs

Corp Plan KC Ref	Code	Title	2017/18 Outturn	2018/19 Target	Q1 Progress	Q2 Progress	Q3 Progress	Comparison over last 12 months	Management Comments
<b>G&amp;R - Development of Place</b>									
W2	BCP433	Reduce the total CO2 emissions in Bristol City (k tonnes)	1640 (k tonnes)	1600 (k tonnes)	n/a	n/a	1547 (k tonnes)	↑	The outturn reported is for the calendar year 2016. Bristol's carbon emissions continue to fall (35% since 2005) due to reductions in energy use in the city (particularly gas use) and national electricity supply including more renewable energy and less coal.

Corp Plan KC Ref	Code	Title	2017/18 Outturn	2018/19 Target	Q1 Progress	Q2 Progress	Q3 Progress	Comparison over last 12 months	Management Comments
W2	BCP434	Reduce the proportion of deaths attributed to particulate air pollution	5.30%		n/a	n/a	n/a	↓	This indicator is based on Public Health England data and calculations. These show that for the last year of data (2016) the fraction of deaths attributable to pollution from particulates rose significantly reversing a general downward trend of the previous 5 years. It is based on the fraction of very small particles (<2.5 micro metres) arising from human action. The main sources of this within the city are traffic and combustion.
<b>G&amp;R - Housing &amp; Landlord Services</b>									
EC2	BCP352a	Reduce the number of people sleeping rough on a single night in Bristol - Annual Count	86	75	n/a	n/a	<b>82</b>	↑	MHCLG's Rough Sleeping Strategy has bought new funding streams on line to prevent and reduce rough sleeping. As some of the previous MHCLG funding comes to an end, new funding streams have been awarded. Rough Sleeper Initiative funding for 2018-20 is having some impact on reducing rough sleeping. Additionally we are one of 11 'early adopters' of a Rapid Rehousing Pathway model (a sit up Hub for those new to the streets with access to private rental sector accommodation and support). These funding streams are helping to reduce rough sleeping addressing the symptoms but not the causes - and the flow of people onto the streets - of lack of affordable housing and the impact of Welfare Benefit Reform.
<b>G&amp;R - Management of Place</b>									
W3	BCP334	Reduce the percentage of the population living in Fuel Poverty	12.90%	12.90%	n/a	n/a	<b>10.80%</b>	↑	Based on the LIHC (low income, high cost) definition, there are an estimated 20,709 fuel poor households in Bristol, which is 10.8% of all households. This is higher than the rest of South West where 10.2% are fuel poor, but lower than England overall, where 11.1% are fuel poor.

**Progress Key**

Well Above Target
Above Target
On Target
Below Target
Well Below Target

**Improvement Key**

↑	Direction of travel <b>IMPROVED</b> compared to same period in the previous year
=	<b>SAME</b> as previous same period in the previous year
↓	Direction of travel <b>WORSENE</b> D compared to same period in the previous year

[Corporate Strategy - Key Commitments](#)

<b>Empowering &amp; Caring</b>	
EC1	Give our children the best start in life by protecting and developing children’s centre services, being great corporate parents and protecting children from exploitation or harm.
EC2	Reduce the overall level of homelessness and rough sleeping, with no-one needing to spend a ‘second night out’.
EC3	Provide ‘help to help yourself’ and ‘help when you need it’ through a sustainable, safe and diverse system of social care and safeguarding provision, with a focus on early help and intervention.
EC4	Prioritise community development and enable people to support their community.
<b>Fair &amp; Inclusive</b>	
FI1	Make sure that 2,000 new homes (800 affordable) are built in Bristol each year by 2020.
FI2	Improve educational outcomes and reduce educational inequality, whilst ensuring there are enough school places to meet demand and with a transparent admissions process.
FI3	Develop a diverse economy that offers opportunity to all and makes quality work experience and apprenticeships available to every young person.
FI4	Help develop balanced communities which are inclusive and avoid negative impacts from gentrification.
<b>Wellbeing</b>	
W1	Embed health in all our policies to improve physical and mental health and wellbeing, reducing inequalities and the demand for acute services.
W2	Keep Bristol on course to be run entirely on clean energy by 2050 whilst improving our environment to ensure people enjoy cleaner air, cleaner streets and access to parks and green spaces.
W3	Tackle food and fuel poverty.
W4	Keep Bristol a leading cultural city, helping make culture, sport and play accessible to all.
<b>Well-Connected</b>	
WC1	Improve physical and geographical connectivity; tackling congestion and progressing towards a mass transit system.
WC2	Make progress towards being the UK’s best digitally connected city.
WC3	Reduce social and economic isolation and help connect people to people, people to jobs and people to opportunity.
WC4	Work with cultural partners to involve citizens in the ‘Bristol’ story, giving everyone in the city a stake in our long-term strategies and sense of connection.
<b>Workplace Organisational Priorities</b>	
WOP1	Redesign the council to work effectively as a smaller organisation.
WOP2	Equip our colleagues to be as productive and efficient as possible.
WOP3	Make sure we have an inclusive, high-performing, healthy and motivated workforce.
WOP4	Be responsible financial managers and explore new commercial ideas.



# Growth and Regeneration Scrutiny Commission 21 February 2019



**Report of:** Colin Molton, Strategic Director - Growth and Regeneration

**Title:** Update on Bristol Housing Festival

**Ward:** City-wide

**Officers**

**Presenting Report:** Abigail Stratford - Head of Housing Delivery  
Declan Cooney - Project Manager, Housing Delivery  
Jez Sweetland - Project Lead, Bristol Housing Festival

**Contact Telephone:** 0117 92 24971 (Declan Cooney)



## 1.0 Purpose

The purpose of this report is to update Scrutiny Commission on ongoing work in relation to

- The Bristol Housing Festival
- The council's emerging approach to 'Offsite Manufacture Housing' and 'Modern Methods of Construction' (OSM & MMC)
- The first two innovation projects we are taking forward under the banner of the Bristol Housing Festival.

## 2.0 What is the Bristol Housing Festival ?

The Bristol Housing Festival is a planned 5 year programme of activities, launched in October 2018 with the 'expo' event at the harbourside. Jez Sweetland is the Project Lead.

The Festival will include conference and exhibition events, and delivery of new housing and building communities on sites across the city. The spirit of the Festival is about trying new approaches, learning what works, and engaging people in thinking differently, fostering innovation in four areas:

**New Types of Housing - Offsite Manufacture & Modern Methods of Construction.** *This will include both longer term housing developments, and exploring opportunities for 'meanwhile' uses of sites using temporary and/or moveable structures.*

**New Communities.** *The Festival will showcase different types of community including co-housing, inter-generational and 'mixed' communities; and looking at how best to support flourishing communities that are diverse, sustainable and integrated.*

**New Technology.** *Using these new communities as a test bed for various smart city technology and new technology platforms. Examples could include exploring how technology can enable new solutions within the planning process and other city governance.*

**New Models of Governance and Investment.** *Creating a platform for organisations and communities to collaborate in tackling challenges faced by cities worldwide, share learning and develop new outputs, models and solutions.*

For more information please see [bristolhousingfestival.org.uk](http://bristolhousingfestival.org.uk) & Twitter @BristolHF

## 2.1 Structure and Governance of the Bristol Housing Festival

The key partners in the Bristol Housing Festival are Bristol City Council, The Shaftesbury Partnership and Bristol and Bath Regional Capital.

A Governing Board will be established to oversee the delivery of Bristol Housing Festival, consisting of representatives from the Council, The Shaftesbury Partnership, Bristol and Bath Regional Capital CIC, Housing Associations and an independent Chair.

The wider consortium will include private sector, charity/social enterprise and public sector partners - including businesses, charities, faith groups, Housing Associations, health services, and universities.

The Bristol Housing Festival Governing Board, and the council's Growth and Regeneration Board will approve the final selection of projects and delivery partners. All land disposal decisions (for example, where the council leases a site to delivery partners for a short or medium term Housing Festival development) will go through the relevant Bristol City Council approvals process, and be subject to Council legal approval re. public contract regulations, state aid rules and other legal requirements.

### **3.0 Our Emerging Approach to 'Offsite Manufacture Housing' and 'Modern Methods of Construction' (OSM & MMC)**

One of the key strands of the Bristol Housing Festival is showcasing and learning from the innovative types of houses and apartments that can be delivered through 'Offsite Manufacture' and 'Modern Methods of Construction', and understanding what role this type of innovation can play in the wider overall strategy to meet the city's housing needs.

The terms 'Offsite Manufacture' and 'Modern Methods of Construction' refer to a range of innovative construction techniques where individual building components, or in many cases whole three-dimensional building 'modules' are manufactured indoors in factory conditions, and then transported to site and assembled to form finished buildings.

On-site ground works and utilities works are completed in parallel while the housing units are being built in the factory, reducing the end-to-end project delivery time and the level of disruption due to construction work.

This type of approach to construction is widely used in the UK to build hotels, hospitals and schools, and has been successfully applied to the construction of housing in Scandinavia and Germany, but has yet to be widely applied to the housing sector in the UK.

The potential benefits of offsite manufacture housing have led to an increasing interest in OSM & MMC as a way to deliver additional homes to meet the estimated 300,000 new homes the country needs annually. These benefits include faster pace of delivery of finished homes, and in many cases a level of quality and environmental sustainability better than what's achieved by some new house building using traditional methods. Increasingly the use of OSM & MMC construction techniques in housing developments in Bristol is a condition of grant funding available from Homes England.

The terms 'Offsite Manufacture' and 'Modern Methods of Construction' cover a wide spectrum of different types of housing, from modular apartment units which might have a relatively short lifespan (e.g. converted shipping container units intended as short-term, transitional accommodation), through to some examples of high quality, high sustainability homes which are designed for an 80 to 100 year life span, accredited by quality assurance organisations (e.g. NHBC, BOPAS), and mortgageable.

For more information about our emerging approach to OSM & MMC please see Appendix 2.

### **4.0 First Two Housing Festival Projects in 2019**

The first two projects being taken forward under the banner of the Bristol Housing Festival are 'ZedPods' and 'LaunchPad'.

#### **4.1 Proposed ZEDPods Housing on Chalks Road Car Park, St George**

ZedPods are high-quality, affordable low carbon homes for keyworkers, young people and others, on a raised steel deck above car park spaces (which continue to be in use); with very high energy efficiency, solar PV, and electric car charging points.

The proposed development at Chalks Road in St George is a collaboration between ZedPods, YMCA and other partners to develop 11 affordable housing units above a car park - which will continue to be in use with no loss of the existing car parking spaces - on a 30 year lease.

We are working with the prospective developers of the scheme to develop the project approach for what is a new and innovative model for delivering affordable housing, and capture learning which will benefit future Housing Festival 'innovation projects' which may follow a similar path and encounter similar issues.

These 1 and 2 bedroom apartments will be for rent to a mixed community including potentially young people in temporary accommodation and at risk of homelessness, and other people in need of affordable, good quality homes (e.g. key workers).

We anticipate that the council's enabling contribution to the scheme will potentially be granting a 30 year lease to use the 'air rights' above the car park at no cost to the developers, and also an affordable housing grant contribution per unit (subject to an application for grant meeting the funding criteria).

A request for pre-application planning advice has been submitted by the developers, and a public consultation event to discuss the proposals and get feedback from the community in St George will take place in the next few weeks.

#### **4.2 Proposed LaunchPad Development at Alexandra Park Car Park, Fishponds**

LaunchPad is a collaboration between United Communities housing association, 1625 Independent People and University of Bristol Students Union.

A planning application has been submitted for development comprising 31 modular studio apartments on a former car park site (in this case the car park has been declared surplus and will be taken out of use), on a 5 to 10 year lease.

15 units will be at social rent levels for young people nominated by 1625 Independent People (Care leavers & Key Workers), 16 at affordable rent for University of Bristol students.

We anticipate that the council's enabling contribution to the scheme will potentially be granting a 5 to 10 year lease to use the car park land at no cost to the developers, and also a grant contribution per unit to support delivery of the affordable housing (subject to an application for grant meeting the funding criteria).

## **6.0 Appendices**

### **Appendix 1 Further Information about Initial Projects (ZedPods and LaunchPad), and draft Planning Practice Note**

For more information about the ZedPods and LaunchPad projects, including images of the proposed developments, please see Appendix 1.

Appendix 1 also provides some additional information about a new Planning Practice Note, currently being drafted and which will be shared for feedback, which will outline how the Planning Process will respond to Housing Festival projects.

**Appendix 2      Our Approach to ‘Off-site Manufacture Housing’ and ‘Modern Methods of Construction’ (OSM & MMC)**



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## Appendix 1

### Bristol Housing Festival Update - Further Information about Initial Projects

Growth & Regeneration Scrutiny Commission, 21 February 2019

# Examples of OSM & MMC Housing

## ZEDPods



Page 39  
Description/ Features

'High-quality, affordable low carbon homes for keyworkers, young people and others', on a raised steel deck above car park spaces (which continue to be in use); with very high energy efficiency, solar PV, electric car charging points, and potentially battery storage. These could be for people in severe housing need, and/or for below market rents for key workers etc.

Links to More Info

[www.zedpods.com](http://www.zedpods.com)



LAUNCH EVENT: 19th Oct - 4th Nov. Waterfront SQ. BSI

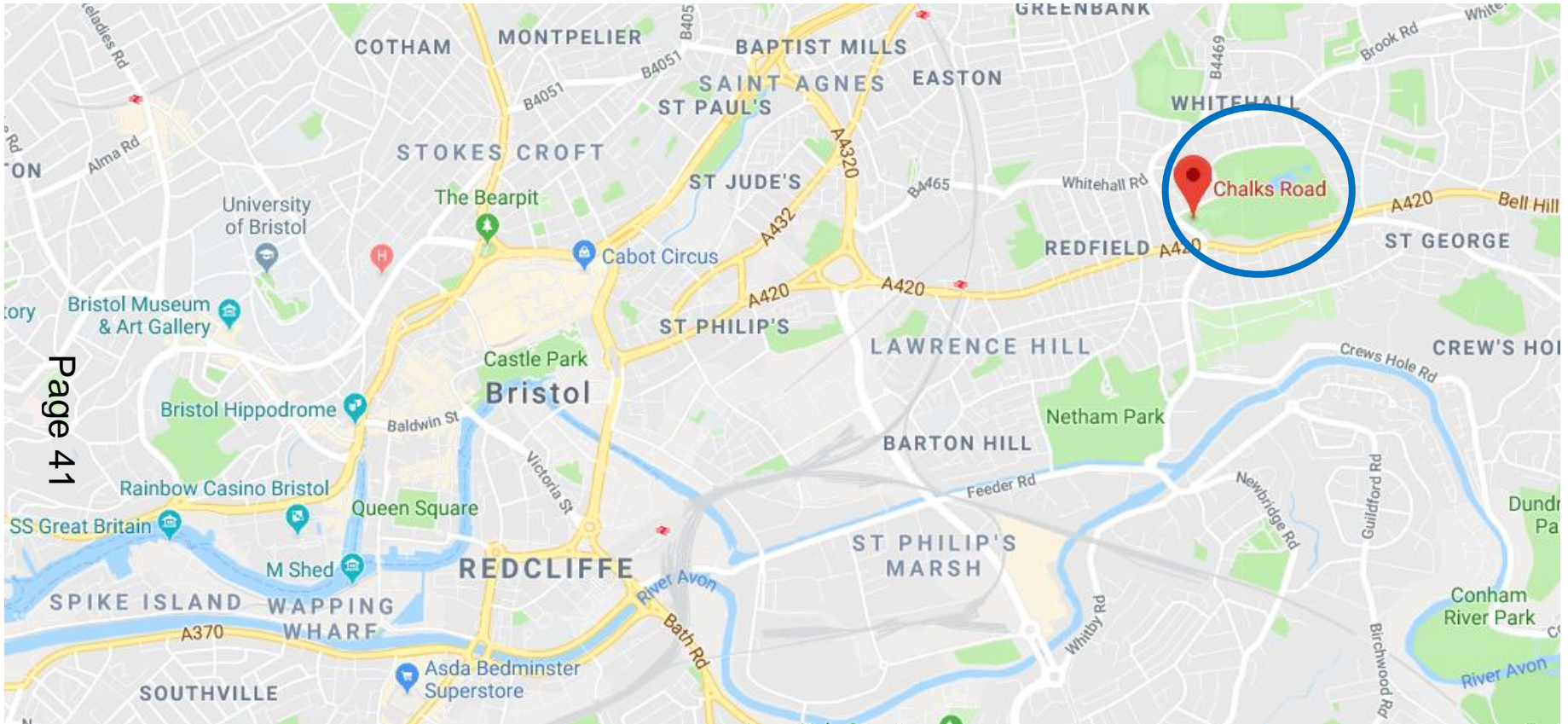
# Proposed ZEDPods Housing on Chalks Road Car Park, St George



Collaboration between ZedPods, YMCA and other partners to develop 11 affordable housing units above a car park, which continues to be in use, on a 30 year lease. These will be for young people in temporary accommodation and at risk of homelessness, and potentially for key workers etc.



# Chalks Road Car Park, St George - Maps



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# Chalks Road Car Park, St George - Maps



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## Proposed LaunchPad Development at Alexandra Park Car Park, Fishponds



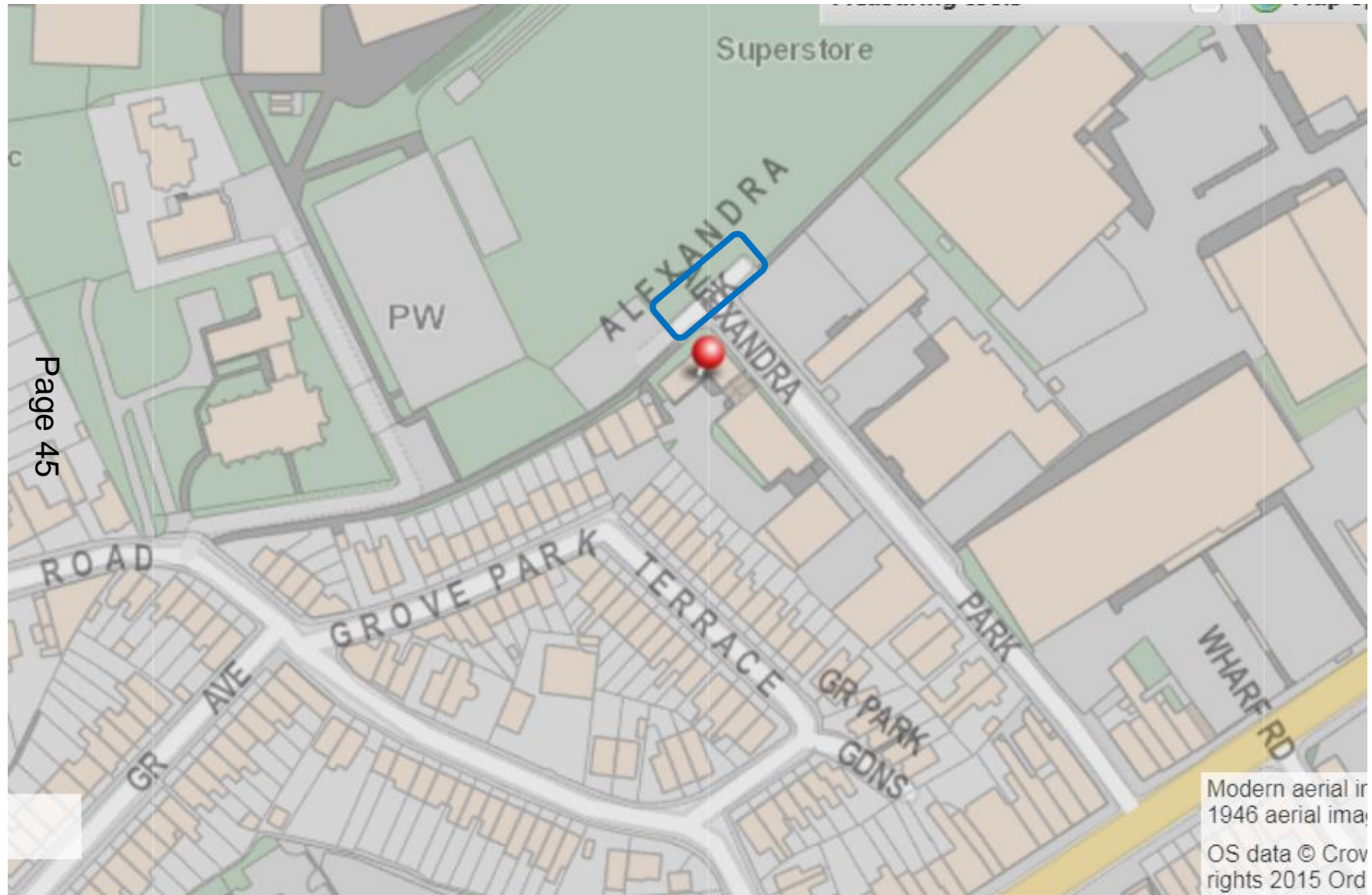
Page 43

Collaboration between United Communities housing association, 1625 Independent People and University of Bristol Students Union. Proposal to develop 31 modular studio apartments on a former car park site (where the car park will be taken out of use), on a 5 to 10 year lease. 15 units will be at social rent levels for young people nominated by 1625 Independent People (Care leavers & Key Workers), 16 at affordable rent for University of Bristol students.

# Alexandra Park, Fishponds BS16 - Maps



# Alexandra Park, Fishponds BS16 - Maps



Page 45

Modern aerial image  
1946 aerial image  
OS data © Crown  
rights 2015 Ordnance

## Potential to Deliver More Homes - How Will This Work with the Planning Process ?

- Current planning policy seeks the delivery of homes which meet Nationally Described Space Standards
- A new Practice Note is being drafted, and will be shared with key stakeholders for feedback. This proposes the following

**Part A - Development on micro sites of one bed/one person units at or above Nationally Described Space Standards, on sites up to a maximum of 3 units**

and

- **Part B - Development for specialised housing proposals below Nationally Described Space Standards on sites of more than 3 units**



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## Appendix 2

### Our Approach to 'Off-site Manufacture Housing' and 'Modern Methods of Construction' (OSM & MMC)

Growth & Regeneration Scrutiny Commission, 21 February 2019

# What do we mean by 'Off-site Manufacturing' (OSM) and 'Modern Methods of Construction' (MMC) ?

*A Definition (London Assembly Planning Committee, August 2017)*

**'Offsite manufactured housing (OSM) is an umbrella term for a system of house building that relies on individual components being 'manufactured' in a factory, transported to a site and mostly, or entirely, completed and assembled on location.**

Page 48

Offsite construction **allows most construction phases to be undertaken simultaneously**. While site preparation, foundations and utility connections are being prepared, whole completed housing units are being built in a factory ready for final assembly and finishing in situ'.



# What do we mean by 'Off-site Manufacturing' (OSM) and 'Modern Methods of Construction' (MMC) ?

*Some Features of OSM and MMC (Mark Farmer, Cast Consultancy)*

**Processes which reduce the level of on-site labour intensity, and delivery risk.**

Includes a **'design for manufacture & assembly' approach** at all levels . . . from component level standardisation . . . through to completely pre-finished volumetric solutions.

Includes any **element of on-site or adjacent-to-site temporary or 'flying' factory or consolidation facilities which de-risk in-situ construction**, improving productivity and predictability

*From 'Modernise or Die' - The Farmer Review of the UK Construction Labour Model (October 2016)*  
<http://www.constructionleadershipcouncil.co.uk/wp-content/uploads/2016/10/Farmer-Review.pdf>

# Types of OSM Housing, and Key Terminology

OSM housing comes in many different forms - the **main categories used to classify the various construction systems** are

**‘Volumetric’ or ‘Modular’** (three-dimensional units produced in a factory, fully fitted out before being transported to site and stacked onto prepared foundations to form dwellings)



**‘Panellised’** (flat panel units built in a factory and transported to site for assembly into a three-dimensional structure or to fit within an existing structure)



**‘Hybrid’** (volumetric units integrated with panellised systems)

# Types of OSM Housing, and Key Terminology

**‘Sub-assemblies and components’** (larger components that can be incorporated into either conventionally built or factory built dwellings).

Increasingly, **whole units or pods like bathrooms and kitchens** are being used in traditional homes.

Even ‘traditionally built’ housing now contains some offsite manufactured components e.g. **factory-manufactured roofing elements (truss-rafters) and pre-fabricated window units.**



*Source: ‘Designed, Sealed and Delivered - the contribution of offsite manufactured homes to solving London’s housing crisis’ - Report by London Assembly Planning Committee (August 2017)*

# The terms 'Offsite Manufacture' and 'Modern Methods of Construction' cover a wide spectrum of different types of housing



*Examples of Short to Medium-term, Flexible Uses*

*Examples of Long-term 'permanent' housing developments*



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Examples of OSM Housing more towards this end of the spectrum include

- Housing Units deployed as a meanwhile use on sites (e.g. **Help Bristol's Homeless**)
- Housing Units on or above car parks (e.g. **ZEDPods, LaunchPad, AfL**)
- and where potentially BCC will grant a shorter term lease (e.g. 5/ 10/ 25 years).

Examples of OSM Housing more towards this end of the spectrum include

- Housing Units designed to have a longer lifespan (e.g. **Urban Splash 'HoUse', Skanska & IKEA 'BoKlok'**)
- where potentially BCC will sell the freehold (or possibly grant a long lease e.g. 999 years ?)

**The approach we take to making land available for OSM and MMC housing will need to be different at different points along this spectrum.**

# Why consider Off-site Manufacturing now ?

## Potential to Deliver More Homes



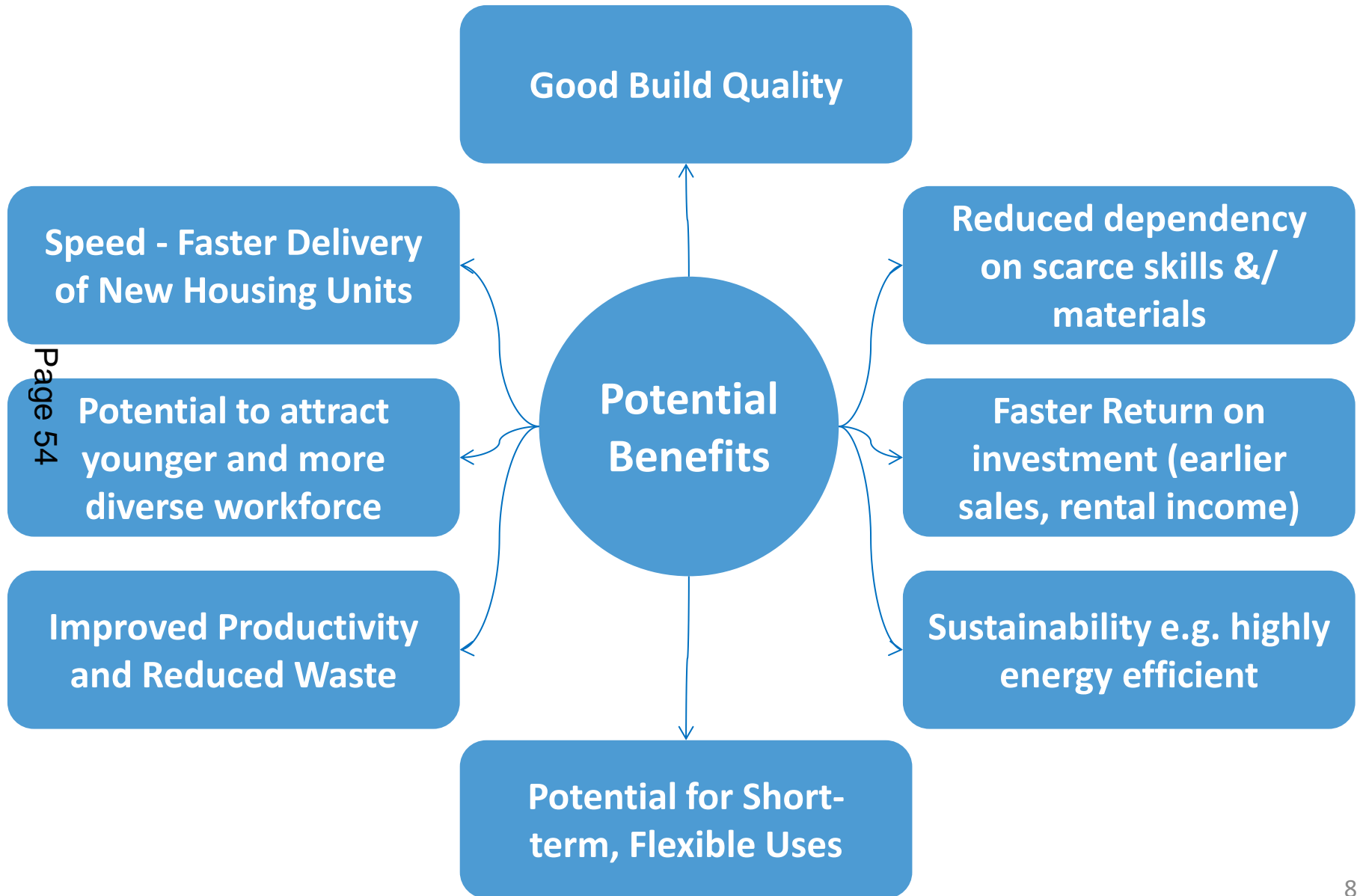
**Traditional site-based house building methods won't provide enough capacity to deliver the houses the country needs** (projected demand of c. 300k homes per year, vs. c 160k per year currently being built)

**Skills Crisis** - the profile of construction industry workers is disproportionately older (over 45) - **c. 700,000 workers are forecast to retire in the next 15 to 20 years, Brexit may intensify skills shortage**

OSM & MMC is already a **proven and widely accepted approach for building hotels, hospitals, schools, but hasn't yet been widely applied to Housing in the UK** (though is successful in other countries e.g. Scandinavia, Germany)

MHCLG and Treasury have indicated **government will incentivise use of OSM and MMC, and increasingly this is a condition for Homes England grant funding**

# Benefits of Off-site Manufacturing



# Examples of OSM & MMC Housing

## House (Urban Splash)



Page 55

Description/ Features

Options for residents to configure/ customise elements of the design. 'Space not rooms'. Internal walls can be re-configured as needs change.

Links to More Info

[www.housebyurbansplash.co.uk](http://www.housebyurbansplash.co.uk)  
[www.youtube.com/watch?v=mb2WPFcFYkc](https://www.youtube.com/watch?v=mb2WPFcFYkc)  
[www.shedkm.co.uk/work/town-house/](http://www.shedkm.co.uk/work/town-house/)

# Examples of OSM & MMC Housing

## BoKlok (IKEA & Skanska)



Page 56

Description/ Features

Collaboration between Skanska and Ikea.  
Developments in Sweden, Norway and Finland - now entering the UK market.

Links to More Info

[www.boklok.com/about-the-BoKlok-concept](http://www.boklok.com/about-the-BoKlok-concept)



# Examples of OSM & MMC Housing

## ILKE Homes (Keepmoat Homes & Elliot)



Page 57

Description/ Features

'Ilke Homes aims to help address the UK's shortfall in housing by creating consistently high quality, energy-efficient modular homes at scale for the people that need them most'.

Links to More Info

[www.ilkehomes.co.uk](http://www.ilkehomes.co.uk)

# Examples of OSM & MMC Housing

## HomeShell (Rogers Stirk Harbour & Partners and AECOM)



Page 58

Description/ Features

'A deployable residential development using a volumetric construction method'  
'The finished structure is also fully demountable meaning it could be used over a number of years and in different locations'. Initial development at PLACE Ladywell, Lewisham.

Links to More Info

[www.rsh-p.com/projects/place-ladywell/](http://www.rsh-p.com/projects/place-ladywell/)  
<https://www.youtube.com/watch?v=txr9PZ9nkZU>  
<https://www.youtube.com/watch?v=csFhAcOseW0>

# Examples of OSM & MMC Housing

## ZEDPods



Page 59  
Description/ Features

'High-quality, affordable low carbon homes for keyworkers, young people and others', on a raised steel deck above car park spaces (which continue to be in use); with very high energy efficiency, solar PV, electric car charging points, and potentially battery storage. These could be for people in severe housing need, and/or for below market rents for key workers etc.

Links to More Info

[www.zedpods.com](http://www.zedpods.com)

# Examples of OSM & MMC Housing

We Can  
Make



Page  
60

Description/ Features

Collaboration between Knowle West Media Centre, White Design Architects and ModCell – ‘an affordable, rapid-response housing solution that respects people and the planet’.  
Initial unit at Filwood Community Centre, Bristol (bookable on AirBnB).

Links to More Info

<https://kwmc.org.uk/projects/wecanmake/>

*Exhibiting at the*



LAUNCH EVENT: 19th Oct - 4th Nov. Waterfront SQ. BSI

# Examples of OSM & MMC Housing

## Totally Modular



Page 61

Description/ Features

'Volumetric Modular Homes aimed at the Affordable and Social housing market'.

Links to More Info

[totallymodular.co.uk](http://totallymodular.co.uk)

*Exhibiting at the*



LAUNCH EVENT: 19th Oct - 4th Nov. Waterfront SQ. BS1

# Examples of OSM & MMC Housing

## Tempo Housing



Page 62  
Description/ Features

Design, build and deliver offsite-manufactured homes and hotel rooms all over the world since 2004. Headquarters based in Amsterdam, offices in UK, other European countries, Africa and the Caribbean.

Links to More Info

[www.tempohousing.com](http://www.tempohousing.com)

*Exhibiting at the*



LAUNCH EVENT: 19th Oct - 4th Nov. Waterfront SQ. BSI

# Examples of OSM & MMC Housing

## Help Bristol's Homeless



Page 63

Description/ Features

Containers converted into self-contained studio flats, providing temporary accommodation for homeless people until they can find a more permanent home.

Links to More Info

<https://helpbristolshomeless.co.uk/>

*Exhibiting at the*



LAUNCH EVENT: 19th Oct - 4th Nov. Waterfront SQ. BSI

# Examples of OSM & MMC Housing

## Isospaces



Page 64

Description/ Features

Isospaces design and manufacture bespoke modular buildings from recycled shipping containers.

Links to More Info

[www.isospaces.co.uk](http://www.isospaces.co.uk)

*Exhibiting at the*



LAUNCH EVENT: 19th Oct - 4th Nov. Waterfront SQ. BSI



# Examples of OSM & MMC Housing

## SNUG Homes



Page 65  
Description/ Features

‘Provide a supported route for people to design and build their own low cost home . . . combining offsite construction with the opportunities for self-finish . . . using low impact and ecological materials . . . and reduced future energy consumption’.

Links to More Info

[www.ecomotive.org/what-we-do/snug-homes-modulhus/](http://www.ecomotive.org/what-we-do/snug-homes-modulhus/)

# Examples of OSM & MMC Housing



## Swan Housing Association Factory, Basildon

[www.swan.org.uk/home/news/swan-delivers-the-first-of-their-modular-homes-to-site-in-basildon.aspx](http://www.swan.org.uk/home/news/swan-delivers-the-first-of-their-modular-homes-to-site-in-basildon.aspx)

[www.swan.org.uk/home/news/factory-key-handover.aspx](http://www.swan.org.uk/home/news/factory-key-handover.aspx)



## Accord Housing Association Factory, Walsall (LoCaL Homes)

[www.localhomes.co.uk/](http://www.localhomes.co.uk/)

[www.localhomes.co.uk/what-we-do](http://www.localhomes.co.uk/what-we-do)



## Laing O'Rourke

[www.laingorourke.com/what-we-do/modular-manufacturing.aspx](http://www.laingorourke.com/what-we-do/modular-manufacturing.aspx)



## Legal & General

[www.legalandgeneral.com/modular/](http://www.legalandgeneral.com/modular/)

# Growth and Regeneration Scrutiny Commission

21/02/2019



**Report of:** Colin Molton, Executive Director, Growth & Regeneration, Growth & Regeneration

**Title:** Bristol Local Flood Risk Management Strategy, including River Avon Flood Strategy Update

**Ward:** Citywide

**Officer Presenting Report:** Patrick Goodey

**Contact Telephone Number:** 0117 9223206

## Recommendation

This report is for information. It is our annual update to G&R Scrutiny on progress with our Local Flood Risk Management Strategy, with a focus on the Avon Flood Strategy project. Officers are seeking Scrutiny's advice and feedback on our progress to date and next steps

## The significant issues in the report are:

The Bristol (citywide) Local Flood Risk Management Strategy is a statutory document. It was first adopted in 2014 and was formally updated in 2017. We present an update on our Strategy every year to Scrutiny to seek their views and steer on our approach. For this year's reporting we will also be providing an update on the Avon Flood Risk Management Strategy and again seeking the Commission's views and advice on our progress to date.



## 1. Summary

## 2. Context

The Bristol Local Flood Risk Management Strategy (the Strategy) sets out how the Council, as the Lead Local Flood Authority for Bristol, will manage flood risks to the city now and into the future with key partners such as the Environment Agency, Wessex Water and the Lower Severn Internal Drainage Board. The Strategy was first adopted in 2014 and was formally updated in 2017. Therefore our update this year is seeking the views of Scrutiny on our progress to date and how we can continue to engage with our communities on flood risk and resilience.

The Strategy is an Action plan to ensure delivery. The Actions help to meet five higher level Objectives, which are as follows:

1. Understand the risk of flooding to the city through flood risk assessment studies and data management
2. Manage the likelihood of flooding through flood defence schemes and maintaining our watercourses
3. Encourage communities to take action to reduce their risk of flooding
4. Encourage sustainable development through reviewing planning applications to ensure development achieves reduction in flood risks, where appropriate
5. Improve flood prediction, warning and post flood recovery by working proactively with our colleagues to improve processes in advance of a flood event

The Strategy has a particular focus on working with nature and encouraging green infrastructure to manage flood risks by slowing the flow of water. The Mayor has given a clear steer that he supports the use of green infrastructure and other methods that achieve multiple benefits, such as traffic calming and improved public realm. Officers will raise this in their presentation to Scrutiny and seek views as to how we can further encourage the implementation of such measures. The Commission's views will be sought on how officers can work closer with our communities to raise awareness of the flood risks posed to the city, as well as wider resilience issues. It is noted that many examples across the country and beyond suggest that engagement is low until an event occurs but the Strategy advocates a more proactive approach that we seek advice on.

The Strategy includes Actions that relate to large scale projects – the Avonmouth Severnside Ecology Mitigation and Flood Defences project and the River Avon Flood Risk Strategy. Officers will provide an update on both projects at the Scrutiny meeting, focussing on the Avon Strategy. Officers will explain the background to the project, including the predominant flooding mechanisms, before summarising the work we have completed to date and invite the Commission's views on progress and direction of the project.

The presentation to be given by officers is included in Appendix 1 of this report.

## 3. Policy

Bristol City Council has a statutory duty (under the Flood and Water Management Act 2010) to develop and maintain the Local Flood Risk Management Strategy. Making the city more resilient to flooding is identified as specific actions in the One City Plan and helps us meet the requirements of the

Corporate Strategy, such as the Build City Resilience Principle

**Appendix:**

1. Local Flood Risk Management update presentation

# Bristol Local Flood Risk Management Strategy



21-Feb Scrutiny

(above: River Avon overtopping into Floating Harbour during Jan-14 surge)



# Citywide Flood Strategy

- First published in 2014, formal update in 2017
- Delivery plan with specific actions
- Covers all activities from large flood schemes to emergency response
- Strong partnership working
- Raise awareness of wider resilience



# Summary of Work Completed

## Flood Risk Management in Bristol

**Avonmouth Sevenside Enterprise Area (ASEA) Ecology Mitigation and Flood Defence Project**

**Flood storage basin in Southmead**

**Embleton Road SuDS Southmead**

**Dorian Road drainage improvements**

**Station Lane drainage improvements**

**Easton Cycle Way infiltration basin**

**Easton show home rain garden**

**Brislington Brook retaining wall repair**

**River Avon Tidal Flood Risk Management Strategy**

**New flood defence wall at Cumberland Road**

**Flood proof fencing in south Bristol**

**Reducing Flood Risk**

Since the inception of the Local Flood Risk Management Strategy in November 2014 we have reduced the risk of flooding to an estimated 220 homes.

Recent works undertaken are demonstrated in the map adjacent.

This has included making a number of improvements to river control structures to reduce the risk of flooding, for example in Victory Park, Brislington and Trevisa Grove, Brentry.

We have also worked in conjunction with partners and the community to proactively manage and respond to a number of weather warnings and flood events.

**Contributing towards achieving sustainable development**

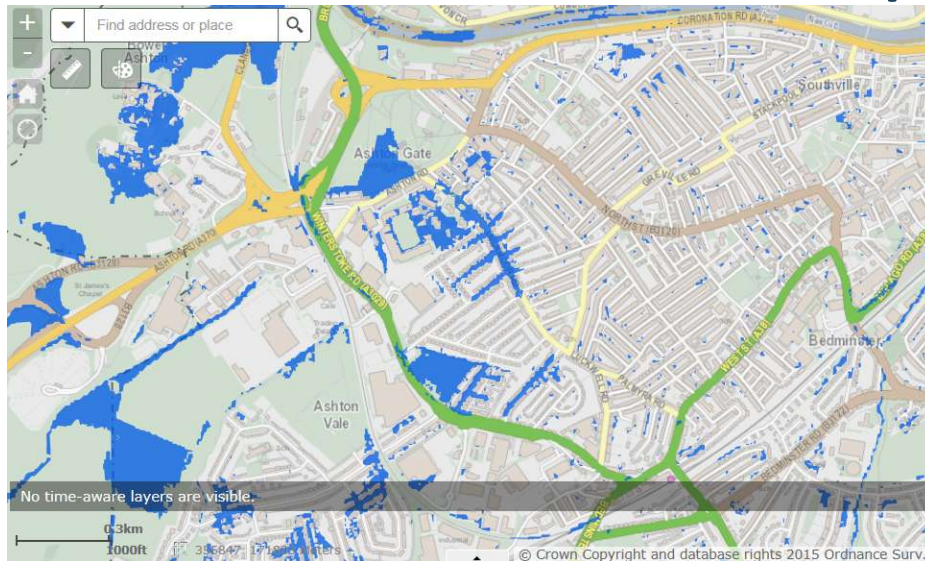
The BCCFRM team review planning applications in respect of surface water management and drainage. This helps influence development in the city and reduces its impacts on increasing flood risk. Benefits from this are gained in the following aspects:

- Approximately 250 development proposals have incorporated Sustainable Drainage Systems (SuDS) in their designs
- Nearly 200 have made a reduction in existing surface water run off rates
- Over 150 have made water quality improvements

Stay in touch with your council  
www.bristol.gov.uk/signup



# Surface Water Flooding – A Natural Streets Approach



- Mayor and One City Plan support
- Wider benefits – traffic calming, biodiversity



# River Avon Flood Risk Management Strategy



## Objective 1

### National objective:

- Understand the Risk

### Local objective:

- Gain a greater understanding of the flood risks posed to Bristol and its people and places

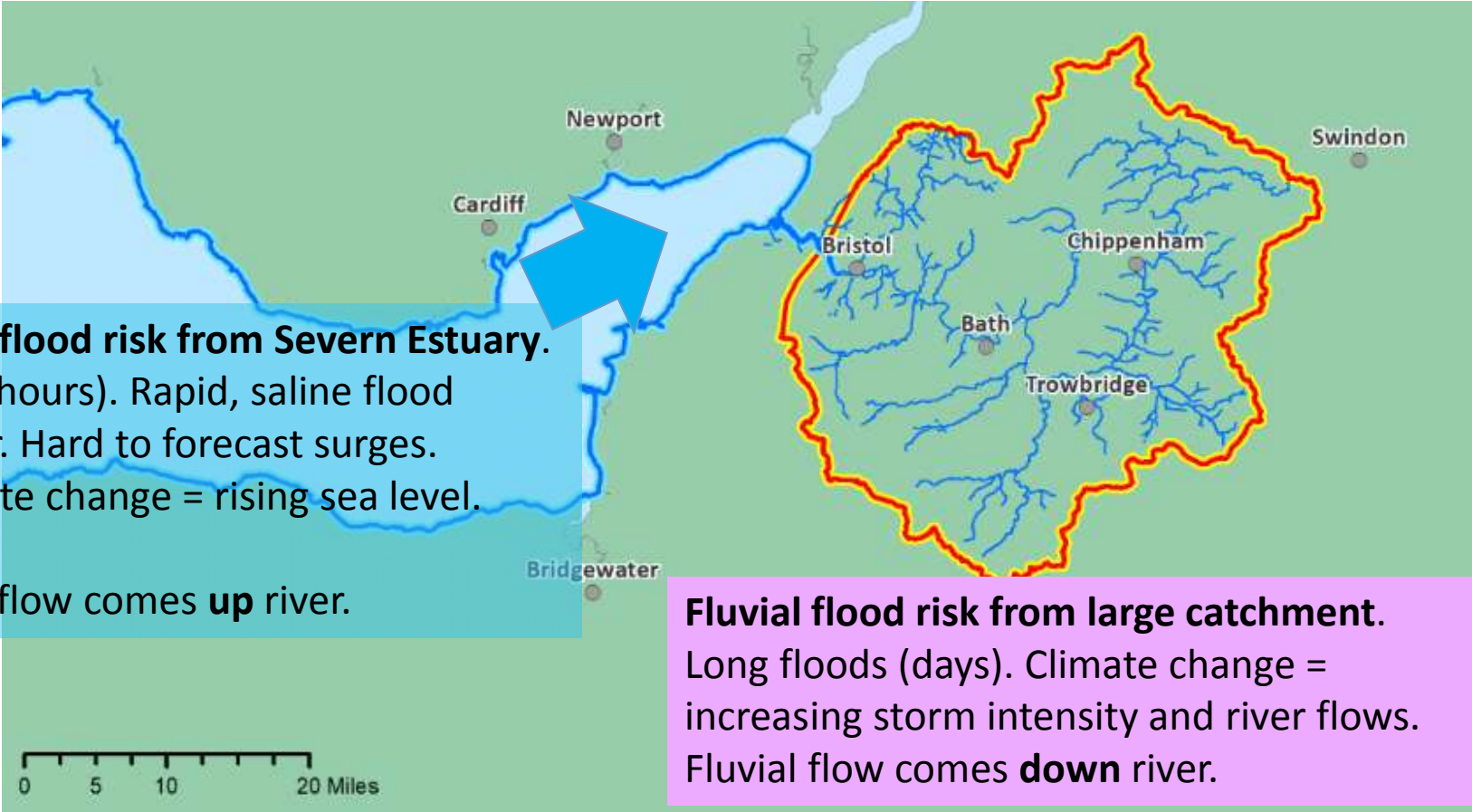
Action No.	Action Name	Short term 2016 - 2018	Medium term 2018 - 2022	Long term 2022 onward
1.1	Complete SWMP update including Ashton surface water flood risk study			
1.2	Complete River Avon Tidal Flood Risk Management Strategy			

## Timeline

	Workstream	Cost/ funder	Decisions
2010 to 2013	Flood risk in central area of Bristol assessed.	£0.3M EA	Study endorsed by EA and informs UK flood mapping
2013	Pre-feasibility study to recommend way forward	£73k BCC	Jul-14 Key Decision to make tidal flood strategy
2014 to 2017	Appraised strategic options to manage tidal risk to Bristol – modelling, environmental assessment, outline design and costing.	£0.5M BCC £50k EA	EA and Oct-17 Exec Board supported outcome.
2018 ...	Refine strategy inc. fluvial modelling, consult and maximise wider benefits. To date: refined baseline flood risk modelling.	£0.3M EA £75k BCC	Aug-18 – additional work to explore further options

# Bristol is at risk of two sources of flooding from the River Avon

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## Tidal flood risk from Severn Estuary.

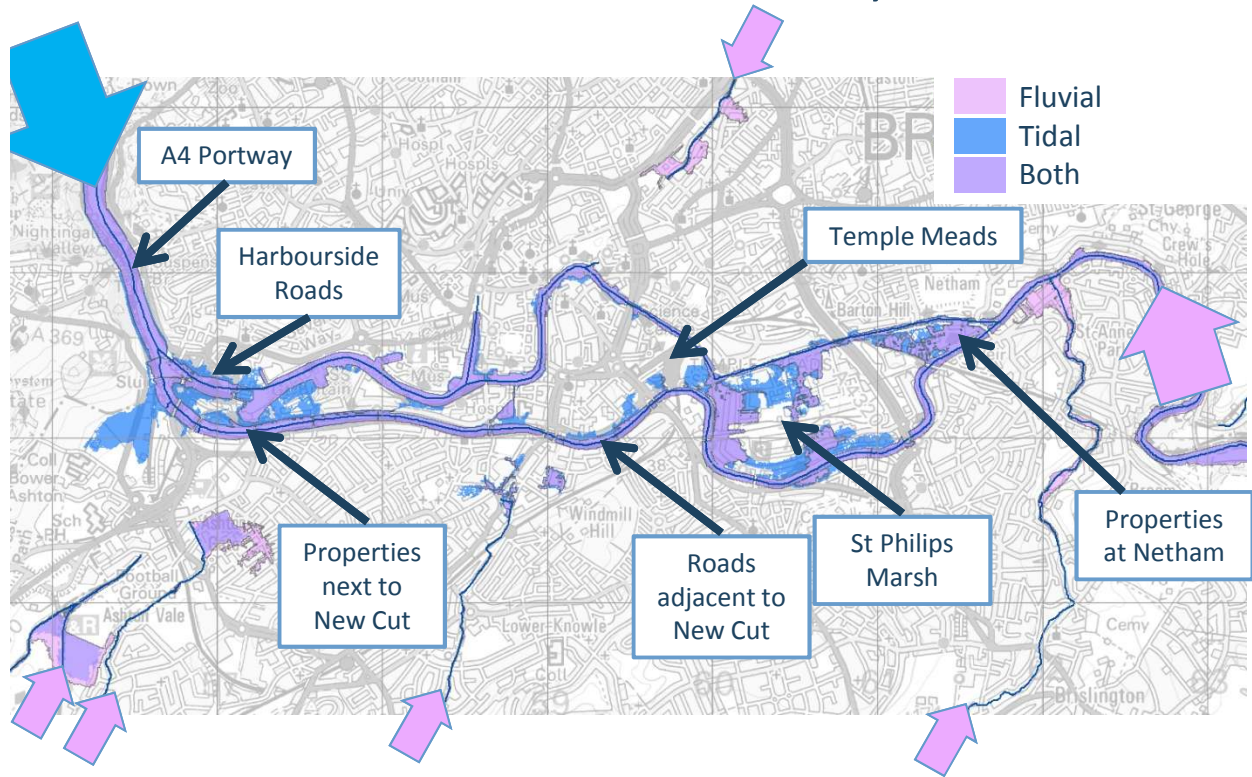
Fast (hours). Rapid, saline flood water. Hard to forecast surges. Climate change = rising sea level.

Tidal flow comes **up** river.

## Fluvial flood risk from large catchment.

Long floods (days). Climate change = increasing storm intensity and river flows. Fluvial flow comes **down** river.

# What could a flood be like, tomorrow?



- 1,000 homes & businesses at tidal risk today (assumes harbour flood gates closed).
- Hazardous fast/deep flood water is a risk to life.
- Overtopping directly from river and also from harbour.
- Lasting, widespread impact. Contaminated water will damage property, disrupt firms & sever road network.
- West of Temple Meads predominantly tidal risk. East of TM risk more fluvial.

### Examples: 1968 fluvial floods



Marksbury Road, Bedminster - Bristol Floods 1968

Photo: David Dallimore

heavy rainfall  
7 people killed  
805 homes flooded



Somermead, Bedminster - Bristol Floods 1968

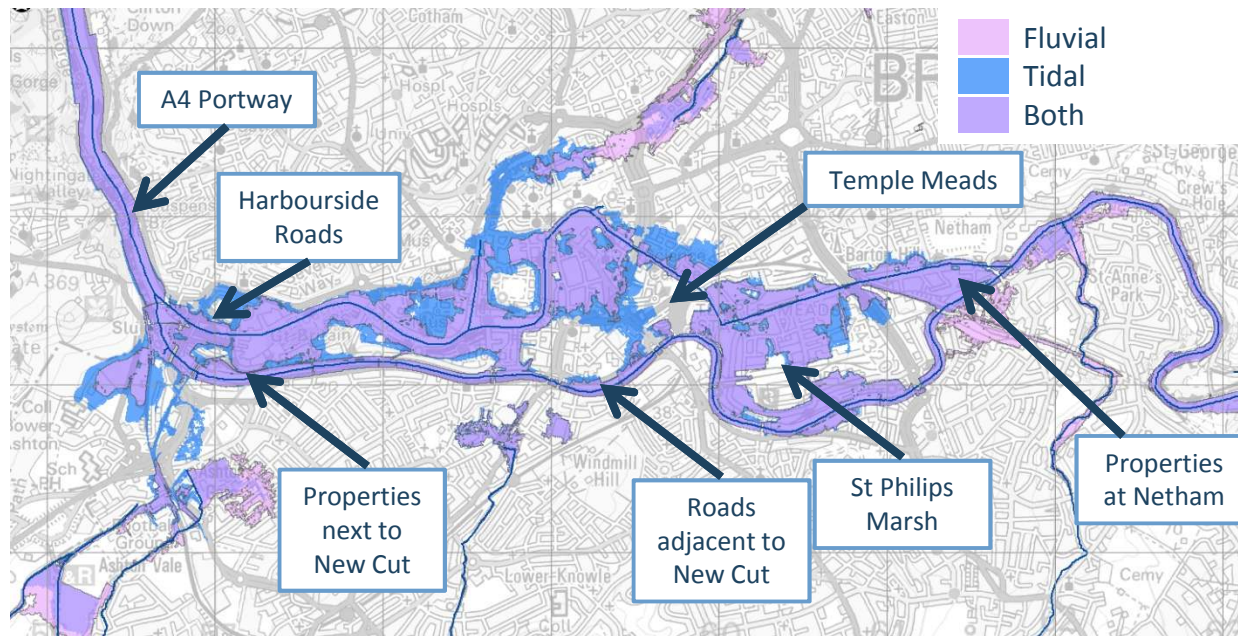
Photo: David Dallimore

- High tide with minor surge (+0.8m).
- Flood barrier used.
- Flooded roads & several harbourside properties.
- Damaged river walls.
- Peak levels 0.1m lower than Dec-1981.

### Jan 2014 tidal near-miss



## Threat increases significantly with continuing sea level rise



2,300 homes & 1,350 businesses (existing) at tidal risk by 2115

£1.6bn flood damage to UK over 100years

Impact on local economy ~£4bn due to commerce, tourism & planned development.

New developments must prove safe from flooding (with climate change) and not increase risk to others.

## River Avon flood strategy objectives

- Support the safe living, working and travelling in and around central Bristol by ensuring **flood threat is reduced** and measures address residual risks.
- **Facilitate sustainable growth** of Bristol and West of England by supporting opportunities for employment and residential land, and infrastructure.
- Maintain, and where possible enhance, natural, historic, visual and built **environment**.
- Ensure **navigation** of river and marine activities continue.
- Ensure strategy **technically feasible** and deliverable (including value for money).





## Measures discounted (infeasible)

- Enhancing harbour operation
- Holding back upstream river flow
- Increasing river capacity by dredging, constructing a flood relief channel / tunnel.
- Do-nothing

## Measures discounted (significant challenges and dis-benefits):

- Property-level resilience measures
- Tidal barrage
- Area mitigation

# Measures under further consideration as part of strategy

- Tidal barrier
- Riverfront defences and public realm

# Discussion

# Growth and Regeneration Scrutiny Commission

21<sup>st</sup> February 2019



**Report of:** Colin Molton, Executive Director Growth and Regeneration

**Title:** An Update on the development of the Clean Air Plan for Bristol

**Ward:** Citywide

**Officer Presenting Report:** Alex Minshull, City Innovation and Sustainability Manager

**Contact Telephone Number:** 0117 962 1751

## **RECOMMENDATIONS:**

The Scrutiny Commission are asked to note the progress of the wider Clean Air Plan and the Nitrogen Dioxide Compliance Plan.



## 1. Summary

Bristol City Council is developing a Clean Air Plan for Bristol. This will aim to improve air quality in the city generally, and specifically will include a detailed plan to achieve compliance with the legal limits for nitrogen dioxide at roadsides in the city.

Following a statutory Direction and funding from Government, the City Council has been undertaking a substantial amount of work on the development of the plan to achieve compliance with legal limits for nitrogen dioxide. This work has not yet been completed. Discussions with Government are on-going.

The wider Clean Air Plan will address other pollutants such as particulates and how they can be reduced in the city. Actions are being developed and agreed with City Council services and partners.

## 2. Policy Context and Timetable

Significant areas of central Bristol lie within the Bristol Air Quality Management Area which was designated in November 2011 due to breaches in the legal limits for nitrogen dioxide. This is a similar situation to other British cities where road traffic causes breaches in legal standards.

In July 2017 Bristol City Council, and other councils, were directed by Government to undertake a Feasibility Study and develop a Plan to deliver compliance with legal limits for roadside nitrogen dioxide in the shortest possible time.

In March 2018, Cabinet approved the Strategic Outline Case emerging from the feasibility study and agreed to proceed with more detailed analysis of 5 different types of Clean Air Zone. This would lead to the Final Plan and its Outline Business Case.

The Cabinet report provides further background and details of the options. It can be found at: <https://democracy.bristol.gov.uk/documents/s19804/Clean%20Air%20Plan%20-%20Cabinet%20Report%20and%20Appendices%20-%20Final%20with%20Early%20Measures%20Fund%20included%20-with%20legal.pdf>

## 2. Current situation

The work on the Outline Business Case for the Nitrogen Dioxide Compliance Plan has taken longer than initially anticipated and so the City Council was unable to submit the Plan by the requested date of December 2018. The Minister wrote to the Mayor in January 2019 requesting the Outline Business Case be submitted by 21<sup>st</sup> February 2019.

The City Council is working with Defra in continuing detailed technical work on the Outline Business Case to explore fully all possible options. This includes ensuring that the proposed option would be effective and would not have significant adverse impacts, in particular on people on low incomes.

Senior officers met with the Government's Joint Air Quality Unit on 11<sup>th</sup> February 2019 to discuss progress on the Outline Business Case.

## 3. Wider Clean Air Plan

Alongside the Government directed work on the Nitrogen Dioxide Compliance Plan the City Council is developing a wider Clean Air Plan to reduce the levels of other pollutants such as particles, in order to reduce harm to people's health.

The wider plan covers emissions from transport, solid fuel burning (coal and wood), combined heat and power and gas boiler plant emissions, industry (including Avonmouth Docks), short term operating reserve plant (electricity generators), non-mobile road machinery and construction and demolition activities.

As well as considering how to control emissions sources more effectively, the plan will consider best practice options in building design and layout in order to minimise exposure to existing pollution wherever possible.

The key pollution sources have been identified and possible mechanisms to control them in the future have been developed by considering examples of best practice in other cities. Draft actions are being developed in consultation with the relevant services and partners to develop an effective plan.

#### **4. Public Engagement Activity**

A significant amount of activity has been undertaken in recent months to talk with citizens and stakeholders about air quality – at meetings, events, schools, and a new website [www.cleanairforbristol.org.uk](http://www.cleanairforbristol.org.uk). This includes a comprehensive set of Frequently Asked Questions (FAQ).

All of the council's air quality data is hosted on BCC's [open data platform](#). Users can download, chart, map and analyse data from the continuous monitoring network and diffusion tubes. A user – friendly [dashboard](#) has been developed to help users navigate the data, which goes back to 1998 and is more than one million observations.

# Growth and Regeneration Scrutiny Commission

21<sup>st</sup> February 2019



**Title:** City Leap

**Officer Presenting Report:** David White, Energy Services

**Recommendation:**

For Members to consider the information provided by officers on the City Leap Project

**Context:**

That under s.100A(4) of the Local Government Act 1972, the public be excluded from the meeting for the following item of business on the grounds that it involves the likely disclosure of exempt information as defined in paragraph 3 (respectively) of Part 1 of schedule 12A of the Act.

Officers will provide a presentation to the Commission Members at the meeting. The content of this presentation is commercially sensitive and is therefore not publically available.

